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ABSTRACT

This report documents a 3-year evaluation of Georgia's CrossRoads alternative education program. It focuses on the direct benefits to regular classrooms of removing disruptive students, the effectiveness of services rendered to those removed students, the success with which they are returned to the regular classroom, and the projected costs and benefits associated with reducing the dropout rate of at-risk students. The report contains two volumes. The first volume summarizes research findings and provides a brief explanation of how the information was gathered and analyzed to reach the final conclusions and recommendations. The second volume (Technical Supplement) provides a more detailed explanation of all data sources, analysis procedures, and findings. Solid conclusions about in-school achievement could not be supported because of insufficient reliable student performance data obtained over the 3-year evaluation period. However, the results of a reliable cost-benefit analysis show that CrossRoads does pay back the state and local investment in it over time. The Georgia Department of Education makes the general recommendation that funding continue for the CrossRoads program. It also contains four technical appendices: data-collection forms, site-visit schedules, detailed coding procedures, and the evaluation focus and framework. The report includes 44 tables and 17 exhibits. (RT)

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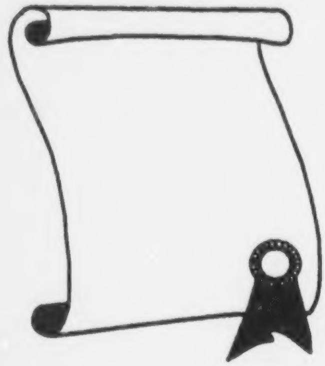

Evaluation of the Georgia CrossRoads Alternative Education Program

July 1997 - June 2000

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Executive Summary

This report documents a three-year evaluation of Georgia's CrossRoads aternative education program. It focuses on the direct benefits to regular classrooms of removing disruptive students, the effectiveness of services rendered to those removed students, the success with which they are returned to the regular classroom, and the projected costs and benefits associated with reducing the dropout rate of at-risk students.

This is the first of two volumes. It summarizes research findings and provides a brief explanation of how the information was gathered and analyzed to reach the final conclusions and recommendations. A companion volume (Volume II, Technical Supplement) provides a more detailed explanation of all data sources, analysis procedures, and findings. Volume II also contains four technical appendices: data collection forms, site visit schedules, detailed coding procedures, and the evaluation focus and framework.

Background

Providing a safe environment for learning is a primary goal of every local and state education agency. So critical is this goal to American education that it is included among the eight goals of the Educate America Act (HR1804) signed into law on January 25, 1994. Part of ensuring a safe and productive learning environment is making alternative educational opportunities available to disruptive students so that other students may obtain their education without undue distraction.

In 1994, the Georgia General Assembly appropriated funds establishing an alternative school program administered by the Georgia Department of Education (GDOE). The GDOE established CrossRoads as a categorical, grant-based program to supplement the Quality-Based Education (QBE) formula funding for local school systems and others to provide programs to public school students for two purposes:

1. To provide chronically disruptive students, youth committed to a Department of Children and Youth Services (DCYS) facility, and/or non-attending students in grades 6-12 with the social services, individualized instruction, intervention strategies and/or transitions to other programs that they need to become successful students and good citizens in school and in the larger community.
2. To make public schools safer and more secure by removing chronically disruptive students in grades 6-12 from the public school classroom.

In 1997, the Georgia Department of Education initiated a three-year comprehensive evaluation to determine whether the CrossRoads Alternative Education Program had met these two purposes. That three-year evaluation focused on seven questions:

1. Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger Community?
2. What are characteristics of effective models used by CrossRoads programs?
3. What are the benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, dropout rate, promotion rate, recidivism, juvenile justice infractions, employability, participation in post-secondary programs, and/or completion of GEDs?
4. What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and Community?
5. What are the unintended effects of the CrossRoads program?
6. How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?
7. To what extent are chronically disruptive, committed, and/or non-attending students not being served by the CrossRoads programs?

Two reports, written in 1998 and 1999, are now on file at GDOE. This report combines information from those two earlier reports with findings from the 1999-2000 school year.

Findings

Findings are presented in this section by evaluation question.

Question 1: Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger Community?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Section 3.2. A summary is presented below

The programs are generally effective in helping those students for whom they were originally intended. It should be noted in passing that the programs also serve other students who were not specifically included in the original charge. Specifically, while fully 70 percent of the nearly 50,000 students served over a three-year period were admitted into the program for being chronically disruptive (or engaging in illegal behavior, or acting aggressively, or returned by the

Department of Juvenile Justice (DJJ) or the Department of Children and Youth Services (DCYS), another 14 percent entered the program as a dropout or truancy recovery measure, and 16 percent entered for other reasons. Thus, although effectiveness for the more narrowly defined target population of chronically disruptive has been examined, effectiveness for the total student population of CrossRoads must also be examined.

Program effectiveness has been operationally defined in terms of positive outcomes for CrossRoads students. These outcomes would include successful transition back to the base school, graduation from high school or completion of GED requirements, transfer to a post-secondary school, or similar outcomes. Over the three years program effectiveness was examined, it was noted that 70 percent of CrossRoads students either returned to the base school classroom, remained in the CrossRoads program, or otherwise had a positive program outcome (e.g., graduation, completion of a GED certificate, entry into the Job Corps program, or entry into post-secondary education). Only about 22 percent of student outcomes could be considered negative; e.g., expulsion, dropping out, incarceration. Another 8 percent exited for other or unknown reasons.

CrossRoads programs were more successful for some students than for others. Students who had been placed in the program for disruptive, aggressive, or specific illegal behaviors were more likely to have positive outcomes than those placed for dropout intervention, pregnancy, or truancy.

Question 2: What are characteristics of effective models used by CrossRoads programs?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Section 3.3. A summary is presented below

There were several different types of programs serving a variety of types of students who varied by age, ethnicity, gender, and reasons for entering the program. Caution is therefore urged in interpreting anything in this section as prescriptive for all programs for all students. Rather, the findings in this section are typically presented in terms of match of program type to student type. That is, in addition to addressing the characteristics of a "successful" program, the issue of characteristics of programs that are successful for particular types of students is also addressed.

Programs were judged effective in terms of average change in students, percentage of negative outcomes, and evaluation of student behavior and student attitudes by CrossRoads teachers and staff. Individual programs tended to be successful to the extent that the following characteristics were in evidence:

1. Strong central administrative support
2. Strong and consistent internal leadership

3. Low staff turnover
4. Optimal student-teacher ratio, use of paraprofessionals
5. Teachers and staff as adult role models
6. Strong coordination with community businesses and service agencies
7. Early intervention
8. Development of social skills/character education
9. High behavioral standards
10. Consistent positive behavior management system
11. Individualized competency-based instruction and 'seat time' waivers
12. Focus on academic progress as well as attendance
13. Focus on reading instruction
14. Frequent physical activity for students
15. Public service activity for students
16. Special education provided on-site if special education staff services are available
17. Program integrity intact, even when meeting individual need of students with disabilities
18. Social work and mental health services
19. Provision of childcare and parenting education
20. Efficient program operations and student management
21. Flexible duration of enrollment to address needs of students
22. Transition of students during and follow-up after return to regular school
23. Judicious use of GED program for older students who have few credits

In terms of policy, clear and consistently applied discipline, a community service exit requirement, and stringent and well-articulated academic requirements are strongly positively associated with program success. Programs that define and practice these policies tend to produce students who work hard, concentrate, and succeed.

Success is also affected by conditions which may or may not be within the control of program directors: administrative support, teacher involvement, community support, staff level of education, size of enrollment, student-to-teacher ratio, and length of program stay. Programs with higher student-to-teacher ratios actually perform better than those with lower ratios.

Part of the difference may be due to the fact that a certain critical mass might be necessary to achieve the level of staffing and resources needed for success. Whether the number of teachers is large or small, however, success is far more likely when those teachers (and their administrators) take an active interest and role in the lives of their students.

Students who stay in the program for more than one year are also less likely to be successful than those remaining in program for shorter periods of time, although this finding may simply be another way of saying that students with many problems take more time to work through the program and are likely to continue to have problems even after a year in the program.

Question 3: What are benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, drop-out rate, promotion rate, recidivism, employability, participation in post-secondary programs, reintegration into regular schools, and/or completion of GEDs?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Sections 3.1 and 3.4. A summary is presented below

Effects on student achievement were minimal. Follow-up studies, generally plagued by lack of reliable data, showed no significant changes in grades, courses passed, or achievement in language arts or mathematics. Recidivism appears to be a problem that bears ongoing scrutiny: over the three-year period of the evaluation, recidivism rose from 22 percent to 28 percent. Many students appear to be returning to the base school before they are ready.

Reduced dropout rates and increased graduation rates. Data show that during the two years of follow-up of the 934 students from highly rated alternative schools, 114, or 12.4 percent of those students graduated. Another 42, or 4.5 percent received GEDs. Most of the students in the sample, of course, were younger and the bulk of them had other positive outcomes such as still being enrolled in alternative school or returning to regular school. There were 260 students classified as in grades 10, 11, and 12. If these students were all capable of graduating in the two years of the follow-up, this would realize a graduation rate, including GEDs, of 60.0 percent of those students who had been formerly considered a loss to the educational system. 43.8 percent received a high school diploma and 16.2 percent received a GED.

If it is generalized from the sample population that the alternative schools are capable of helping 60 percent of its students graduate, then given the proper support and development, the alternative schools are capable of eventually facilitating the graduation of approximately 9,284 students per year (60 percent of the year 2000 total enrollment).

Employability and post-secondary education. Students in baseline schools had an employment rate of 15.4 percent. Students in high-rated CrossRoads programs had an employment rate of 29.2 percent. With respect to post-secondary education, the term of the follow-up was not sufficient to permit meaningful analysis.

Improvements to employability translate directly into annual and lifetime earning potential. Benefits to CrossRoads students include both short-term and long-term benefits. The primary short-term benefits are increased likelihood of graduation or completion of a GED certificate. The primary long-term benefits are reduced welfare and unemployment, increased employment, and increased lifetime earning potential.

Each year the programs are in operation, the state realizes this same return. These estimates do not take into account growth in the program (for example, from the 132 to 150 sites this year) or any projected growth in the number of students served by the program. Note that these estimates include all high school and GED graduates from the program including those who are enrolled for dropout recovery as well as for the range of misbehaviors.

Reduced welfare and unemployment. Unemployment distribution was almost nonexistent for either sample, at 0.9 percent for the high rated schools and 0.6 percent for the low. Projections would not be meaningful for these students, whose average age the end of the study was 18.1 for the high sample and 17.1 for the low sample.

While the proportion of working graduates versus non-graduates may change over time, the benefit of increased employment due to the impact of alternative schools, generalized from the sample to the 2000 alternative school enrollment, is calculated to be a total of $10,494,517 for graduates and $9,852,230 for non-graduates for a total or $20,346,747 per annum in income added to communities of these young people over their lifetimes. And this benefit is realized each year the program operates.

Question 4: What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and community?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Section 3.5. A summary is presented below

There was not enough reliable long-term academic and performance data to permit meaningful analysis of those effects. However, enough information was obtained about school persistence and graduation rates to conduct cost-benefit analyses. The results of those analyses are presented in part in this section. The remaining results of those analyses were presented in the previous section.

Question 5: What are the unintended effects of the CrossRoads program?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Section 3.6. A summary is presented below

Black males dominated in CrossRoads enrollment at 37.6 percent over a five-year period (1995-2000). White males were close behind at 30.6 percent. Enrollment by race and sex was quite stable from year to year. Among the students who enter for reasons of disruptive behavior or rebelliousness, an even higher percentage are black males (46.7 percent), and 49.9 percent of those students who enter for reason of aggression are black males. Overall, black males and females are almost twice as likely as white males and females to enter for reasons of disruptive behavior or rebelliousness, and black males and females are more than twice as likely to enter for reasons of aggression. Focus group sessions revealed that some white female teachers are more likely to refer black male students to the program simply because they feel threatened by them rather than for any specific acts of aggression or disruption.

Teacher job satisfaction was very high in CrossRoads programs; more than 60 percent of CrossRoads staff report having greater instructional freedom in the alternative school and greater job satisfaction. In survey data and in focus groups, CrossRoads staff often expressed distress at the public image of the CrossRoads program as a punitive program where kids are "thrown". They also complained about CrossRoads staff being treated as second class citizens in the district; in one case, CrossRoads teachers were actually prevented from participating in the district's teacher of the year competition. CrossRoads teachers were often excluded from district-wide teacher in-service activities.

Effectiveness as a function of student : teacher ratio was something of a surprise. On the surface, it would appear that programs are more likely to be effective or successful if they have more students per teacher, rather than fewer. Upon closer inspection, however, those less successful programs with low student : teacher ratios also simply had very few students and therefore few resources overall. One teacher working with 6-8 students, few textbooks, and with limited resources, was typically not as successful as two teachers working with 25-30 students, a bank of computers, and an array of services and resources. However, this does not consider the variable of student composition, and the concept of "less is better" should not be derived from these examples.

There were no indications of CrossRoads programs undermining other programs, draining resources, or creating new and different problems in base school classrooms or in district-level organizations. In short, the surprises were confined to CrossRoads itself, and at least one of those was a pleasant one.

Question 6: How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Section 3.7. A summary is presented below

A large difference between the most effective and least effective CrossRoads programs (based on the specified criteria) appeared to be with regard to the support from the Community Collaborative. The more effective schools expressed a good deal of support from their Collaboratives and the Collaboratives were more likely cited on the General Program Information form. The specific contributions of Collaboratives are summarized in Table 1.

Table 1
Activities and Membership of the Community Collaboratives

Our Community Collaborative:	**% Yes**	**% No**	**Num**
Ensures that the needed health and human services are available, coordinated, and uninterrupted at the CrossRoads site, school, and/or other accessible sites in the community.	72.4	14.6	123
Helps plan and support the implementation of our local Crossroads program to meet the needs of our local community.	69.6	20.8	125
Evaluates the effectiveness of our local CrossRoads program and used the evaluation results to improve the program.	44.7	31.7	123
Identifies and obtains public and private funding to support the program.	42.7	41.1	124
Takes an active role in our day-to-day program.	27.9	55.3	122
Participates in training programs conducted by DOE or the state-level consortium.	28.7	53.3	122
Has developed a technology plan in accord with DOE guidelines.	24.6	41.8	122

According to the CrossRoads staff survey, 55 percent said that the Community Collaborative members work with them to help students; 52 percent said that the Collaborative "shares with us our goals for the program"; 50 percent said that Collaborative members "worked with us to develop a vision for the program." Only 30 to 35 percent indicated that the Collaborative helps enforce rules and maintain discipline or help students make the transition to the regular school. About 58 percent of staff agreed with the statement that "our Collaborative supports me so that I can serve my students well."

Barriers to involvement of the Community Collaborative were suggested by CrossRoads staff through open-ended questions on the CrossRoads Staff Survey. One staff member pointed out that the negative image of the alternative school in the Community discourages involvement of Community members; one staff member even suggested hiring a public relations person. Staff members often worried about the alternative school becoming a dumping ground for regular schools.

Question 7: To what extent are chronically disruptive, committed, and/or non-attending students not being served by CrossRoads?

For a more detailed answer to this question, the reader is directed to Volume II, Chapter 3, Section 3.8. A summary is presented below

Over one-third of sites reported lists of students waiting to get into CrossRoads. Some lists contained over 50 names. In a given year, 600-700 students statewide are on these lists. Given the actual enrollments (currently around 14,000 students per year), these numbers indicate that more than 95 percent of those students identified for CrossRoads services actually get into a program. Thus, it would seem that even with backlogs and waiting lists, nearly all students who need alternative education in Georgia are getting it. Specific impediments to access and success are described in this section.

The most difficult group of students to serve is those that enter for chronically disruptive behavior, as opposed to those who enter for specific behavioral incidents related to aggression or illegal behavior. As shown in Table 3.1.02 (page 66), students who enter CrossRoads for illegal actions and aggressive behaviors have a higher rate of return to base school than students who enter for disruptive behavior or rebelliousness. As suggested in the interim (1999) report, different interventions may be necessary for these students. This finding is further supported by comments from base school and CrossRoads teachers and administrators indicating that length of stay and extent of services are insufficient for some students.

Focus group and interview data from are the most useful sources of information to answer this evaluation question, since teachers and administrators from CrossRoads were free to discuss their needs and how they could better serve the students in their program. The issues that emerged are as follows:

- A clear sense that major policy positions (purpose, funding, discipline, etc.) are shared by everyone in the chain of command, from State Board, to local board, to local superintendent, to alternative school staff.

- Better access to resources: instructional materials, computers, vocational education classes, physical plant, nutrition services, transportation, and health and mental health resources; a clear indication that alternative school programs are considered a regular and integral part of the local educational program.

- Greater access to appropriate staff in-service.

- Better public relations, both through training of alternative school administrators and staff in communicating with the public and more supportive central office staff.
- Greater parental involvement.
- Closer attention to student problems prior to problems causing assignment to alternative schools, such as reading problems and difficulties caused by dysfunctional home lives.

Conclusions and Recommendations

CrossRoads serves a wide variety of ages and types of students. At the end of two semesters in CrossRoads, 70 percent of those students experienced positive results. Most eventually returned to the base school with a better chance of surviving, remaining in school, and graduating. Forty percent of those exiting the program returned to regular schools. Considering the fact that 70 percent of the programs had academic and behavior requirements for exit, this exit rate indeed appears to be a success.

First of all, the CrossRoads Alternative Education Program was charged in 1994 with the task of helping young people become successful students and good citizens. The good citizenship task is easily addressed by the positive feedback from base school teachers and the reduction in classroom disruption *after* these students return. Academic success, for many of these students at least, may be better defined in terms of lifetime earning potential than in terms of short-term spikes in grade-point average. As for absenteeism, the cluster of problems these young people faced prior to CrossRoads placement (e.g., dysfunctional family situations, pregnancy, childbirth, poverty) did not necessarily go away when they finished one or two semesters of CrossRoads.

Secondly, CrossRoads was charged with the task of making public schools safer and more secure. Base school staff responses, both on the surveys and in interviews, were that CrossRoads did indeed make schools safer and more manageable, both during the absence of CrossRoads students and after their return.

The conclusion is that CrossRoads met most of its program goals. With this conclusion in mind, one general recommendation and seven specific recommendations are made for the program:

The general recommendation is that program funding continue, as the CrossRoads program has proven to be an effective means of addressing the needs of chronically disruptive and other youth, particularly with regard to keeping them in school and greatly increasing their chances of graduating. The seven specific recommendations are summarized below and discussed on the following pages:

1. Establish and disseminate program models.
2. Establish clear and rational program goals.
3. Design programs for younger CrossRoads students.
4. Provide program support.
5. Provide an appropriate and up-to-date curriculum and materials.
6. Provide for use of technology.
7. Improve three-way communication.

Recommendation 1. Establish and disseminate program models.

Most program administrators took whatever materials they could find, adapted them to match the needs of their students, and did the best they could with what they had. Very few followed a specific program model. Districts were responsible for designing their CrossRoads Programs to address local needs and conditions. While this gave programs the autonomy necessary to meet local needs, there were and are no program design standards for CrossRoads against which to compare program success. For that reason, the evaluation design included testing for the presence of program characteristics based on a well-documented model which provides evidence that certain program activities will lead to higher probability of success for at-risk students.

It is recommended that each program be required to submit at least a rationale for its activities that demonstrates a causal link between program characteristics and intended outcomes for a well-defined student population.

At-risk disruptive students frequently come from dysfunctional families, have little and poor communication between home and school, believe that they have little control over their lives, do not have goals nor do they have plans for achieving goals, lack hope for their future, and lack coping skills. Programs that successfully address these characteristics are more likely to assist at-risk students to be successful. Such programs typically have the following characteristics:

- Well articulated and consistently enforced high standards of discipline
- Actively involved teachers
- Strong community support
- Adequate resources
- An effective and active Community Collaborative

- Individualized behavioral and attitudinal exit requirements
- Community service requirements
- Formal procedures for involving parents
- Formal procedures for transition back into the base school

In short, effective programs are purposeful and have clear-cut goals and methods for reaching those goals. While students are treated as human beings with value, the rules are clearly communicated and followed by all.

Recommendation 2. Establish clear and rational program goals.

This recommendation is related to Recommendation 1, that clear, consistent goals be publicized for all CrossRoads programs, regardless of the programs' demographics. Currently, some CrossRoads staff members are unsure of their exact purpose and what they could be doing to best help the students.

While the vast majority of CrossRoads staff expressed agreement with what alternative programs *should* do, some expressed frustration with the lack of clarity of purpose in their programs. Site observations suggested that while staff in some programs were very clear on the purpose of those programs, other staff were quite unsure about why they were there and what they should be doing for the students. Programs whose teachers believed they had been instrumental in creating and clarifying goals to their programs seemed to support them very strongly.

Recommendation 3. Design programs for younger CrossRoads students.

It is recommended that a change in programming take place due to the major shift in the average student age in CrossRoads programs. This change may involve creating a separate middle school program to meet the needs of the younger students who now attend CrossRoads programs in greater numbers. A major shift in program design would likely include more programs housed in the base school. Sending sixth and seventh graders across the county to an unfamiliar setting seems far less appropriate than doing the same with eleventh graders.

Recommendation 4. Provide program support.

It is recommended that an organized information dissemination effort be undertaken to make district and base school staff aware of the benefits of CrossRoads programs. This campaign may help increase program acceptance and facilitate the successful return of students to regular schools.

CrossRoads staff frequently expressed the opinion that there was little support for the programs in the regular schools. Many staff thought that students were discriminated against when they returned. Few thought that regular school staff knew much about the programs or the intent of the programs. This was borne out by the large number of teachers in the base school sample expressing unfamiliarity with the program, as well as the large number of them responding that they had 'No Information' about program effects or features.

A consistent organized information dissemination effort might be undertaken to help make schools more aware of the efforts of the CrossRoads programs, which might help increase program acceptance and facilitate the successful return of students to the regular school. Base school teachers and administrators could also be solicited as members of the collaborative. At one program site visited in FY1998, a base middle school administrator sat on the collaborative. The administrator reported that involvement with the collaborative increased his understanding of the alternative program and his ability to make use of the alternative placement at his school.

Making district-wide in-service activities more available to CrossRoads staff would also address this issue. By including CrossRoads staff in these activities, informal communication about the program would be encouraged, base school staff would gain a sense of the reality of the CrossRoads program, and CrossRoads staff would receive much-needed training they do not routinely receive now.

Recommendation 5. Provide an appropriate and up-to-date curriculum and materials.

It is recommended that an extensive remediation curriculum be in place for all CrossRoads students, regardless of age. This effort may involve offering more vocational education options for students and may require adjustments for younger students.

Many program teachers and administrators expressed concern over the adequacy of their curricula for the CrossRoads population. Staff expressed concern about the need for extensive remediation for students in all grades and the need for offering a wide variety of educational opportunities including vocational education for students in high school. Some sites are currently unable to offer students courses necessary for Georgia's vocational diploma. Reading is the number one area in which instructional materials and programs are needed.

As in many other programs of this type, students in middle and high school are frequently disruptive because they cannot attend to the material being covered in class. They cannot attend to the material because they cannot read it. Students with poor reading skills are passed through the system until they become troublemakers. Then they are sent to CrossRoads where there are few or no remedial reading materials or teachers. A small investment in this area would likely yield tremendous payback.

The rapid shift in population age may require program and curricular adjustments for the needs of middle school students: programs that were originally designed requiring extensive individual effort and responsibility will be much more difficult for these younger students who are becoming so prevalent in the programs. Separate programs may need to be developed to address the needs of the younger students. At the same time, it would be folly to abandon the high school programs simply because younger students tend to represent a better investment.

Finally, many of the students in the program are identified special education students, and the numbers are growing. Preparation to serve this population needs to be strengthened. District-level staff will need to make sure requirements of the Individuals with Disabilities Education Act (IDEA97) are being met and that these students are being properly served while in CrossRoads.

Recommendation 6. Provide for use of technology.

It is recommended that more computers be available for students in all CrossRoads programs. Currently, computers are inconsistently available at the various CrossRoads sites.

Some programs have invested substantial capital into sophisticated software selected specifically to facilitate accelerated remediation while others seem to have virtually none. Some of these programs likely utilize these tools very effectively and some likely use them less well. Considering the evidence gathered in this report, indicating increased utilization of computers at the most effective schools, there is a need to characterize effective use of technology in future studies.

Given the level of staffing at most programs, computers would be a great help in the individualization of instruction. A small program with one or two teachers would benefit greatly from the availability of computers for students to use to work on one assignment while the teacher worked with others on a different assignment.

Recommendation 7. Improve three-way communication.

The site visits revealed a lack of consistent three-way communication among the Department, the district, and the local CrossRoads program. Even in the final round of site visits, comments from base school and CrossRoads school staff often reflected profound misunderstandings of state policy and law. Many local officials and staff seemed particularly confused about special education requirements, inclusion or exclusion of particularly hard-to-reach students, length-of-stay rules, and permissibility of evening programs. This confusion reveals serious gaps in communication.

Each year, the Department sponsors statewide CrossRoads meetings for local program directors and staff. Most staff are unable to attend. Therefore, the important information disseminated at that meeting must filter back to them through those who do attend. Written directives, policy statements, and other information from the Department are also filtered through district-level officials and staff. Given the status of many CrossRoads programs in the local hierarchy, it is not surprising that there are gaps in communication.

The Georgia Department of Education has an excellent web site which contains pages for several agencies within the Department and provides a wealth of information about programs. There is no home page for CrossRoads. Important policy issues need to be accessible to everyone involved with CrossRoads, including not just local staff but parents, Collaborative members, and potential local supporters. A well-publicized and easily accessible CrossRoads home page could be used for frequently asked questions (FAQ) and routine exchange of information (sometimes known as 'chat'), as well as descriptions of particularly effective programs. The Quality Core Curriculum (QCC) and Georgia Learning Connection (GLC) pages currently function in this manner.

Other informal and formal communication channels are also available. For example, superintendents, curriculum directors, special education directors, principals, testing directors, and other groups hold periodic meetings to discuss issues relevant to their responsibilities. To the extent that these responsibilities directly or indirectly include CrossRoads concerns, it would be helpful to have a representative or at least printed materials about CrossRoads available at those meetings. A policy hot-line featuring pre-recorded policy statements is another example of an effective communication tool that could be used to disseminate important information without unduly burdening Department staff. This concept has been successfully implemented by many states and local districts for topics ranging from homework to operating hours to state law. Brochures and other mass media are likely to have less effect because they are likely to be filtered through intermediaries and might not reach a large portion of the intended audience.

These recommendations are offered in order to make a good program better. While some disappointments were found in the overall effectiveness of the CrossRoads program in Georgia, much was found for which the Department and local program directors and staff can be proud. Statewide, the program is both beneficial and cost-effective. Some local programs work better than others, and some groups of students are better served than others. The successes of the more effective programs need to be widely disseminated so that they might become more common. Directors and staff of less successful programs need to examine the characteristics and procedures of those more successful programs. The seven recommendations offered here should help all programs, regardless of current levels of success.

In essence, the CrossRoads Alternative Education Program is successful, and quite good overall, but some improvements are needed in the state program and at some of the sites, in order to increase the benefits to the students and to school staff.

Chapter 1
Introduction

Purpose of this Report

This report is the second volume of a two-volume final evaluation report. Volume I is the Executive Summary. Volume II focuses on the direct benefits to regular classrooms of removing disruptive students, on the effectiveness of services rendered to those removed students, on the success with which they are returned to the regular classroom, and on the projected cost-benefits associated with reducing the drop-out rate of at-risk students.

This report documents a three-year evaluation of Georgia's CrossRoads program. Its purpose is to report findings of the 1999-2000 school year, integrate those findings with similar findings from the 1997-98 and 1998-99 school years, draw conclusions based on those findings, offer recommendations for program improvements, and provide direction for the Georgia Department of Education.

Background

In 1994, the Georgia General Assembly appropriated funds establishing an alternative school program administered by the Georgia Department of Education (GDOE). The GDOE established CrossRoads as a categorical, grant-based program to supplement the Quality-Based Education (QBE) formula funding for local school systems and others to provide programs to public school students for two purposes:

1. To provide chronically disruptive students, youth committed to a Department of Children and Youth Services (DCYS) facility, and/or non-attending students in grades 6-12 with the social services, individualized instruction, intervention strategies and/or transitions to other programs that they need to become successful students and good citizens in school and in the larger community.

2. To make public schools safer and more secure by removing chronically disruptive students in grades 6-12 from the public school classroom.

The Office of Instructional Services FY95 Program Guidelines for alternative schools state that "each local Collaborative shall develop a program to meet its unique needs . . . the foundation [of which] shall be built on innovative approaches to serving . . . chronically disruptive students . . . [and] the focus of which shall be on returning the student to the regular school program."

The CrossRoads program began with sixty-four programs in 1994. Records indicate that 3,405 students participated in the program at the end of the first semester of the 1994-95 school year. The number of programs and students continued to increase in 1995-96 with approximately 11,500 students participating. During the 1996-97 school year, 121 programs served almost 13,000 students.

In 1997, the Georgia Department of Education initiated a three-year comprehensive evaluation to study the impact of the CrossRoads Alternative School Program on student discipline and achievement. A preliminary report on student demographic characteristics was completed in October 1997. In 1997-98, 124 programs identified 14,753 students at 132 program sites, and an evaluation report for the first full year of the three-year evaluation was completed and submitted to the board in August 1998.

During the 1998-1999 school year, 124 programs operated 132 program sites that received partial or full funding from the CrossRoads funding mechanism. These programs identified 14,687 students. An evaluation report for the second full year of the three-year evaluation was completed and submitted to the board in August 1999. This report included data from the first year that identified and projected trends.

For the 1999-2000 school year, these same 132 program sites provided information about 14,475 students. Although 18 new CrossRoads programs were established in the 1999-2000 school year, they are not included in this study in order to maintain the continuity and integrity of the evaluation. Table 1.01 shows the number of program sites and students reported served for the period from 1994 through 2000.

Table 1.01
Number of CrossRoads Program Sites and Students Reported Served: 1994 – 2000

CrossRoads Schools	CrossRoads Programs School Year					
	1994-1995	1995-1996	1996-1997	1997-1998	1998-1999	1999-2000
Number of Program Sites	64	113	121	132	132	132
Number of Students Served	3,405	11,500	13,000	14,753	14,687	14,475

Selection of the initial sixteen program sites for intensive evaluation the first year was based on program size; students served in both day and evening programs; service to one or multiple school districts; and programs by location within the eleven Georgia Congressional Districts. The addition of twenty more sites used these same criteria. For example, four programs were identified from Atlanta area Congressional Districts 4, 5, and 6.

Table 1.02 shows demographic data of the CrossRoads program sites selected, excerpted from the 1999-2000 Program Profile Forms.

Table 1.02
Demographic Data of CrossRoads Sites Selected for Intensive Evaluation

Congressional District and Site Location		CrossRoads Program Name	Annual # Students	Periods Sites Visited		
				1997-1998	1998-1999	1999-2000
1	Statesboro	Bulloch County Alternative	65	X	X	X
1	Brunswick	Risley Learning Center	140	X	X	X
2	Dawson	Terrell-Calhount Alternative	23	X	X	X
2	Thomasville	EXALT Extended Alternative	110	X	X	X
2	Moultrie	Colquitt County High School	100	X	X	X
3	Jonesboro	Clayton County Alternative	320	X	X	X
5	East Point	Second Chance-McLarin HS	130	X	X	X
7	Rome	Floyd County Transitional	65	X	X	X
7	Summerville	Chattooga CrossRoads Academy	60	X	X	X
8	Macon	Bibb County Alternative	500	X	X	X
9	Trenton	Dade County CrossRoads	16	X	X	X
9	Blairsville	Mountain Education Center	600	X	X	X
10	Washington	Washington-Wilkes CrossRoads	20	X	X	X
10	Elberton	Elbert County CrossRoads	100	X	X	X
11	Jefferson	Regional Evening School	250	X	X	X
11	Lawrenceville	Gwinnett CrossRoads Alternative	400	X	X	X
1	Claxton	C.I.S. ACE Academy	35		X	X
1	Reidsville	Tattnall County Alternative	80		X	X
2	Valdosta	Valdosta Transition Center	150		X	X
3	Griffin	RESA Academy/Butts/Griffin	350		X	X
3	Columbus	Rose Hill Center, Muscogee	500		X	X
4	Decatur	DeKalb Community School	200		X	X
6	Marietta	Woods-Wilkins Center	85		X	X
7	Cedartown	Polk CrossRoads Academy	100		X	X
8	Folkston	Charlton County CrossRoads	20		X	X
8	Hazlehurst	Jeff Davis Alternative	45		X	X
8	Jeffersonville	Twiggs County Alternative	75		X	X
8	Glenwood	Tri-County Alternative	85		X	X
9	Dalton	Dalton-Whitfield CrossRoads	180		X	X
9	Holly Springs	CrossRoads HS/MS	120		X	X
9	Calhoun	Sequoyah Center Day Program	150		X	X
10	Greensboro	Open Gate Alternative	80		X	X
10	Augusta	Project CHANGE Evening	250		X	X
11	Watkinsville	Oconee County CrossRoads Eve	65		X	X
2	Cairo	Grady County CrossRoads	55		X	
10	Rentz	Dublin-Laurens CrossRoads	240		X	

Two sites (Grady County CrossRoads and Dublin-Laurens CrossRoads) were not visited during the 1999-2000 evaluation period because of state budget cuts.

General Program Characteristics

Given the fact that the statewide CrossRoads program actually consisted of 124 local programs and 132 separate program sites, it may be helpful to consider first exactly what is being described and evaluated. This section provides an overview of the commonalities among the various program sites as well as the variability among sites with regard to enrollment, location, scheduling characteristics, services offered, instructional characteristics, faculty and staff characteristics, and technology.

Enrollment

Most programs served groups of 1-50 students. Few programs served more than 150 students. The maximum enrollment at any site ranged widely, from 12 to 2,000 students. Figure 1.01 shows the distribution of programs by size of enrollment.

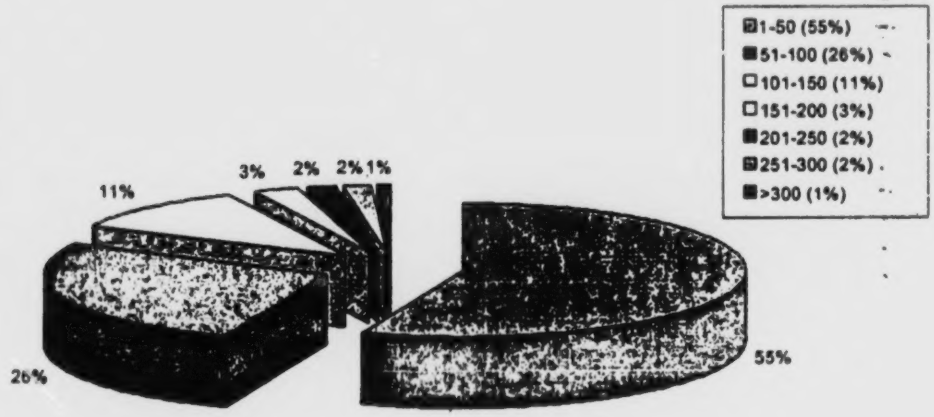

Figure 1.01. Number of Sites by Enrollment

The information reported in this section is taken from a data set of 15,474 CrossRoads students who were enrolled during FY2000. Intake forms were completed for 15,375 students and exit forms were completed for 15,446 students. The data from FY2000 were compared to those data for FY1998 and FY1999. Each year, students were counted multiple times according to how frequently they entered and exited the system in one year.

Enrollment by ethnicity and gender. Table 1.03 shows the numbers and percentages of students by ethnicity from FY1996 to FY2000. The "Other" category did not appear in FY1996 or FY1997. Otherwise, percentages remained relatively stable over the five-year period. Black students outnumbered white students each year. However, the gap between black and white students narrowed substantially from FY1998 to FY2000. There were relatively few Hispanic, Native American, or Asian students in any year.

Table 1.03
Enrollment by Ethnicity

Ethnicity	FY1996		FY1997		FY1998		FY1999		FY2000	
	N	%	N	%	N	%	N	%	N	%
Asian	30	0.3	42	0.3	62	0.4	51	0.3	60	0.4
Hispanic	113	1.0	150	1.2	209	1.5	241	1.7	290	1.9
Black	6,435	55.6	6,848	54.2	8,145	58.5	7,955	54.6	8,041	53.4
White	4,898	42.3	5,493	43.5	5,386	38.7	6,161	42.3	6,471	43.0
Native	8	0.1	9	0.1	7	0.0	16	0.1	15	0.1
Multi-racial	79	0.7	85	0.7	95	0.7	129	0.9	131	0.9
Other	-	-	-	-	18	0.1	28	0.2	52	0.3
TOTAL	11,563	100	12,627	100	13,922	100	14,581	100	15,060	100
Missing	24		48		831		106		414	

Table 1.04 compares groups by gender over five years. In each year, enrollment was dominated by black males, who accounted for approximately 40 percent of the population of students; white males were second with approximately 30 percent.

Table 1.04
Enrollment by Gender

Gender	FY1996		FY1997		FY1998		FY1999		FY2000	
	N	%	N	%	N	%	N	%	N	%
Female	3,531	30.5	3,906	30.9	3,921	27.5	3,977	27.2	4,104	27.3
Male	8,045	69.5	8,746	69.1	10,360	72.5	10,634	72.8	10,947	72.7
TOTAL	11,576	100	12,652	100	14,281	100	14,611	100	15,051	100
Missing	11		23		472		76		423	

The percentage of black females decreased from 17 percent to 14 percent over the five years; whereas the population of white females remained around 12 to 13 percent. As shown on Table 1.04 and in Figure 1.02, the percentage of students according to gender has been remarkably consistent, with males accounting for 73% of the enrollment in FY2000.

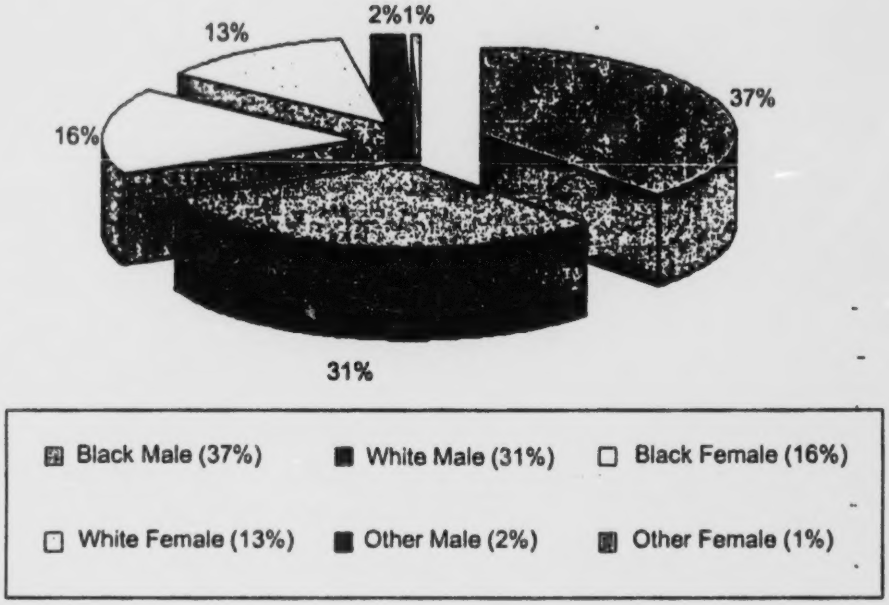

Figure 1.02. Student Enrollment in CrossRoads Programs: Gender and Ethnicity

Enrollment by race, gender, and ethnicity was initially included in this report, but the data were so complex that the table appeared convoluted. The reader is advised that the same information may be gleaned from Table 1.03 (Enrollment by Ethnicity), Table 1.04 (Enrollment by Gender), and Figure 1.02 (Student Enrollment in CrossRoads Programs: Gender and Ethnicity).

Enrollment by age and grade level. Table.1.05 (Enrollment by Grade Level) and Table 1.06 (Enrollment by Age) show the age and grade of students upon entry into CrossRoads alternative schools. The figure shows clearly that the largest grade served by CrossRoads is the ninth.

Table 1.05
Enrollment by Grade Level

Grade	FY1996		FY1997		FY1998		FY1999		FY2000	
	N	%	N	%	N	%	N	%	N	%
4									71	.5
5					30	0.2			96	.6
6	620	5.8	612	5.4	753	5.4	812	5.7	987	6.5
7	1,348	12.6	1,290	11.3	1,735	12.5	1,810	12.7	2050	13.6
8	1,757	16.4	1,757	15.4	2,334	16.7	2,403	16.9	2703	17.9
9	3,619	33.8	3,774	33.0	4,978	35.7	4,728	33.2	4585	30.4
10	1,529	14.3	1,911	16.7	2,051	14.7	2,120	14.9	2091	13.9
11	1,023	9.5	1,203	10.5	1,230	8.8	1,267	8.9	1373	9.1
12	826	7.7	887	7.8	817	5.9	1,094	7.7	1118	7.4
12+					7	0.1				
TOT	10,722	100	11,434	100	13,935	100	14,234	100	15,074	100
Missing	865		1,241		818		453		400	

The average age of enrollment for FY2000 was 14.9, whereas the average age of enrollment in FY1999 was 15.0 years and in FY1998 was 15.2. The percentage of students 16 years of age or less was 79.2 in FY2000, 78.6 in FY1999, and 76.8 percent in FY1998, while it was 34.9 in FY1997 and 20.5 in FY1996.

The average age of CrossRoads alternative school students is gradually decreasing, reflecting an increase in younger students rather than a decrease in the number of older students. Because of this shift, dropout rate is unrelated to students under 16.

Table 1.06
Enrollment by Age, With Age Calculated as of September 2000 for FY2000

Age	FY1996		FY1997		FY1998		FY1999		FY2000	
	N	%	N	%	N	%	N	%	N	%
10					163	1.2	31	0.2	38	.3
11							313	2.3	385	2.7
12	4	0.0	31	0.3	690	5.3	913	6.6	1049	7.3
13	35	0.3	234	1.9	1,478	11.3	1,799	13.0	1851	12.9
14	238	2.1	670	5.6	2,209	16.8	2,303	16.6	2525	17.7
15	704	6.3	1,252	10.4	2,834	21.6	2,867	20.7	2913	20.4
16	1,323	11.8	2,007	16.7	2,711	20.6	2,654	19.2	2554	17.9
17	1,946	17.3	2,488	20.7	1,850	14.1	1,806	13.0	1889	13.2
18	2,365	21.0	2,435	20.2	858	6.5	843	6.1	803	5.6
19	2,145	19.1	1,721	14.3	263	2.0	257	1.9	225	1.6
20	1,507	13.4	773	6.4	60	0.5	45	0.3	47	.3
21-23	985	8.8	431	3.6	17	0.1	19	0.1	9	
TOT	11,252	100	12,042	100	13,133	100	13,850	100	14,295	100
Missing	335		633		1620		837		1,179	

Enrollment by reasons for entry. School staff were asked to identify only one primary reason for each student's entry into CrossRoads. As shown in Table 1.07, the most commonly cited reason for entry into the CrossRoads program was disruptive or rebellious behavior with 42 percent of students admitted primarily for that reason. Disruptive or rebellious behavior was followed by illegal behavior (14.3 %) and aggression (9.3%). In FY2000, 1,518 students continued from the previous year. To identify the primary reason for entry for those 1,518 continuing students, the data from 1999 were used. Using student identification numbers from either intake or exit forms, 583 of the 1,518 students were found in the 1999 database.

In 35.9 percent of cases (N=14,876), CrossRoads placement was initiated by a tribunal or expulsion, 25.2 percent of students were assigned to the Alternative Education program directly without tribunal, and 8.5 percent were reported to have been enrolled by voluntary self-referral.

The students' disruptive behaviors most frequently occurred in the classroom (57.5 percent; N=10,999) or in school outside of class (28.7 percent).

Table 1.07
Enrollment by Reason for Entry

Primary Reason for Entry	FY1996		FY1997		FY1998		FY1999		FY2000		TOTALS	
	N	%	N	%	N	%	N	%	N	%	N	%
Disruptive Behavior or Rebelliousness	3,602	39.1	3,876	38.5	6,540	45.9	5,858	42.0	4,954	42.0	24,830	41.9
Illegal Behavior	1,159	12.6	1,105	11.0	1,877	13.2	2,162	15.5	1,681	14.3	7,984	13.5
Aggression	759	8.2	785	7.8	1,425	10.0	1,203	8.6	1,094	9.3	5,266	8.9
Dropout Recovery	1,074	11.7	1,465	14.6	1,055	7.4	910	6.5	843	7.2	5,347	9.0
Truancy	524	5.7	514	5.1	858	6.0	721	5.2	574	4.9	3,191	5.4
Returning DJJ/DCYS	251	2.7	399	4.0	678	4.8	953	6.8	994	8.4	3,275	5.5
Pregnancy	367	4.0	319	3.2	268	1.9	229	1.6	141	1.2	1,324	2.2
Special Ed. Student					221	1.6	167	1.2	273	2.3	661	1.1
Voluntary by Student	728	7.9	946	9.4							1,674	2.8
Placed by Parents	194	2.1	166	1.7							360	0.6
Other Reasons	553	6.0	480	4.8	1,331	9.3	1,756	12.6	1,236	10.5	5,356	9.0
TOTAL	9,211	100	10,055	100	14,253	100	13,959	100	11,790	100	59.268	100
Missing	2,376		2,620		761		728		3,684		10,169	

Over the five years for which data are available, entries due to disruptive behavior or rebelliousness increased nearly 7 percent from FY1996 through FY1998, then decreased nearly 4% in FY1999 and stayed the same for FY2000. Entries for dropout recovery, truancy, and pregnancy declined. Entries for special education, aggression, and illegal behavior rose slightly. Returning Department of Juvenile Justice/Department of Children and Youth Services (DJJ/DCYS) rose steadily from 2.7% in FY1996 to 8.4% in FY2000.

Table 1.08 (for FY2000 only) is representative of the reasons for entry by gender and ethnicity, as a supplement to the five-year Enrollment by Reason for Entry (Table 1.07).

Table 1.08
Reason for Entry by Gender and Ethnicity for FY2000 Only

Reason for Entry	Black			White			Other			TOTAL
	F	M	Total	F	M	Total	F	M	Total	
Disruptive Behavior or Rebelliousness	692	2,308	**3,000**	326	1,484	**1,810**	30	114	**144**	4,954
Illegal Behavior	110	510	**620**	212	777	**989**	14	58	**72**	1,681
Aggression	219	528	**747**	61	245	**306**	10	31	**41**	1,094
Dropout Recovery	85	114	**199**	249	372	**621**	9	14	**23**	843
Truancy	78	130	**207**	175	176	**351**	6	10	**16**	574
Returning DJJ/ DCYS	132	506	**638**	76	260	**336**	7	20	**27**	994
Pregnancy	84		**84**	53		**53**	4		**4**	141
Special Ed Student	32	124	**156**	16	93	**109**	0	8	**8**	273
Other Reasons	190	372	**562**	242	385	**627**	13	34	**47**	1,236

During FY2000, black males comprised 47 percent of those students admitted for disruptive or rebellious behavior, 48 percent for aggression, 51 percent for returning from DJJ/DCYS, and 45 percent for special education. White males comprised 46 percent of the students admitted for illegal behavior and 44 percent for dropout recovery. Black females formed the largest group admitted for pregnancy (60 percent). White females (31 percent) and white males (31 percent) were the largest groups admitted for truancy (62 percent).

The observed trends shown on Table 1.07 appear to be a valid indicator of the population served. Black males are more likely than others to enter the alternative school program for disruptive behaviors, and less likely than others to enter for illegal behaviors. Both black males and females are more likely to enter for aggressive behavior than white males and females.

The percentage of black males among those admitted for illegal behavior has decreased somewhat over the three years from 35 percent to 31 percent, while the percentage of white males has increased slightly from 44 to 45 percent. The percentage of black males admitted for truancy and dropout recovery has decreased since FY1998, while the percentage of white males has increased. The percentage of black males among special education students has decreased from 65 to 46 percent, while the percentage of white males has increased from 20 to 35 percent.

Summary. In terms of enrollment, the following trends were noted:

- The composition of the students enrolling in CrossRoads according to gender was fairly consistent over the three years of the study. The student population was approximately 70 percent male. More than 50 percent were black. The students were most frequently ninth graders and averaged approximately 15 years of age.
- Most students were admitted for disruptive behavior or rebelliousness or illegal behavior. The most frequent kind of illegal behavior was drugs, with weapons second.
- A disproportionate number of students admitted for disruptive behavior or rebelliousness or aggression were black males, whereas a disproportionate number of students admitted for illegal behavior were white males.

Location

As shown in Figure 1.03, most CrossRoads sites are located in a separate facility on a separate campus. This pattern has remained stable over the three years of the evaluation.

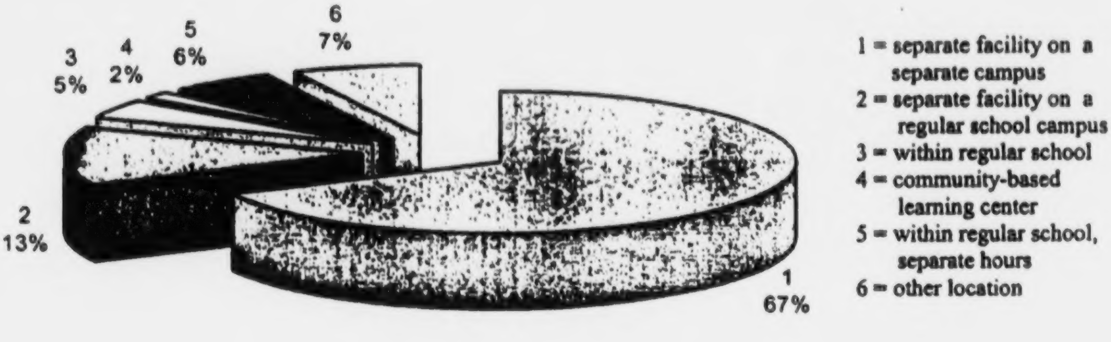

Figure 1.03. Location of CrossRoads sites

As shown on Figure 1.03, most Alternative Education sites are located in a separate facility on a separate campus. A few sites have been provided better facilities, some have been remodeled to improve instructional resources, and in some cases facilities have been added to accommodate more middle-school students. However, most programs have retained the same facilities.

Scheduling Characteristics

As shown in Figure 1.04, most Alternative Education sites follow the same scheduling as their base schools. Even though a few programs have changed to block scheduling, most programs remain on a semester system and operate either traditional 50-minute periods or block scheduling. More than 35 percent of the programs report individualizing instruction—a plus for small-to-medium-size programs with a wide range of student needs and grade placements—often with fewer resources to undertake traditional class scheduling.

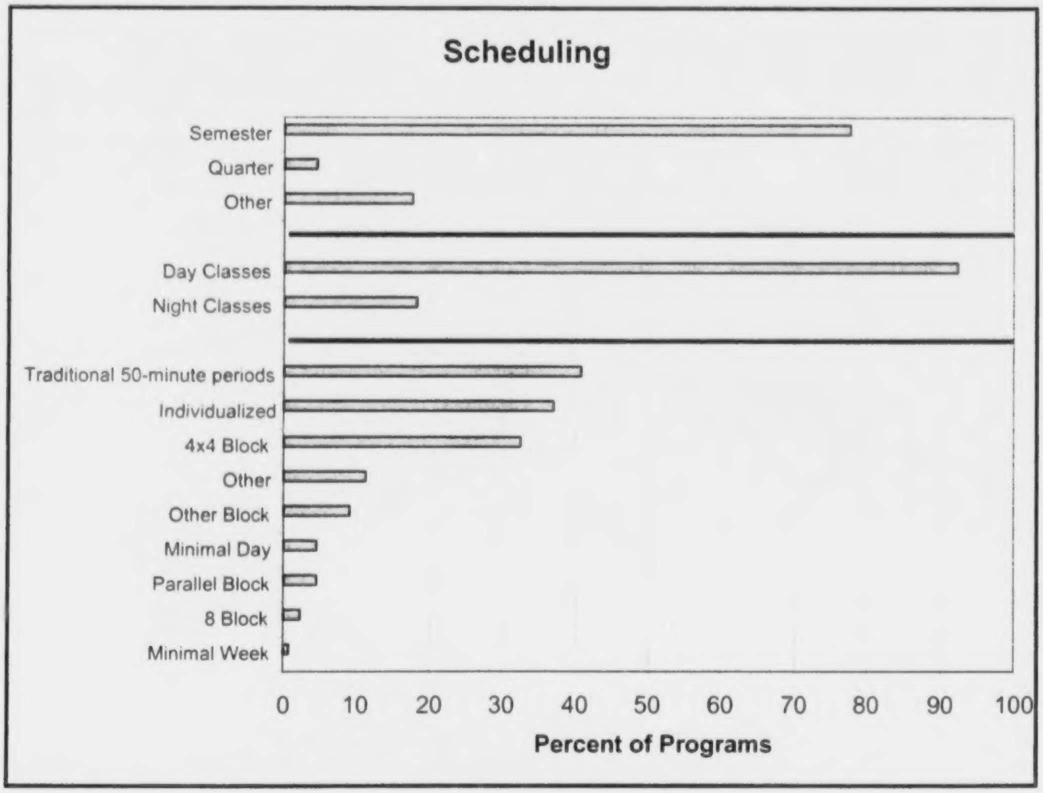

Figure 1.04. Scheduling Characteristics of CrossRoads Sites

Services Offered

A wide range of services was typically provided to Alternative Education Program students, as shown in Figure 1.05. As would be expected, larger programs provided a wider range of services directly or by coordination of community resources. For example, nearly 25 percent of the programs found ways to provide child-care for young mothers who typically would have had to drop out to work and/or care for their children.

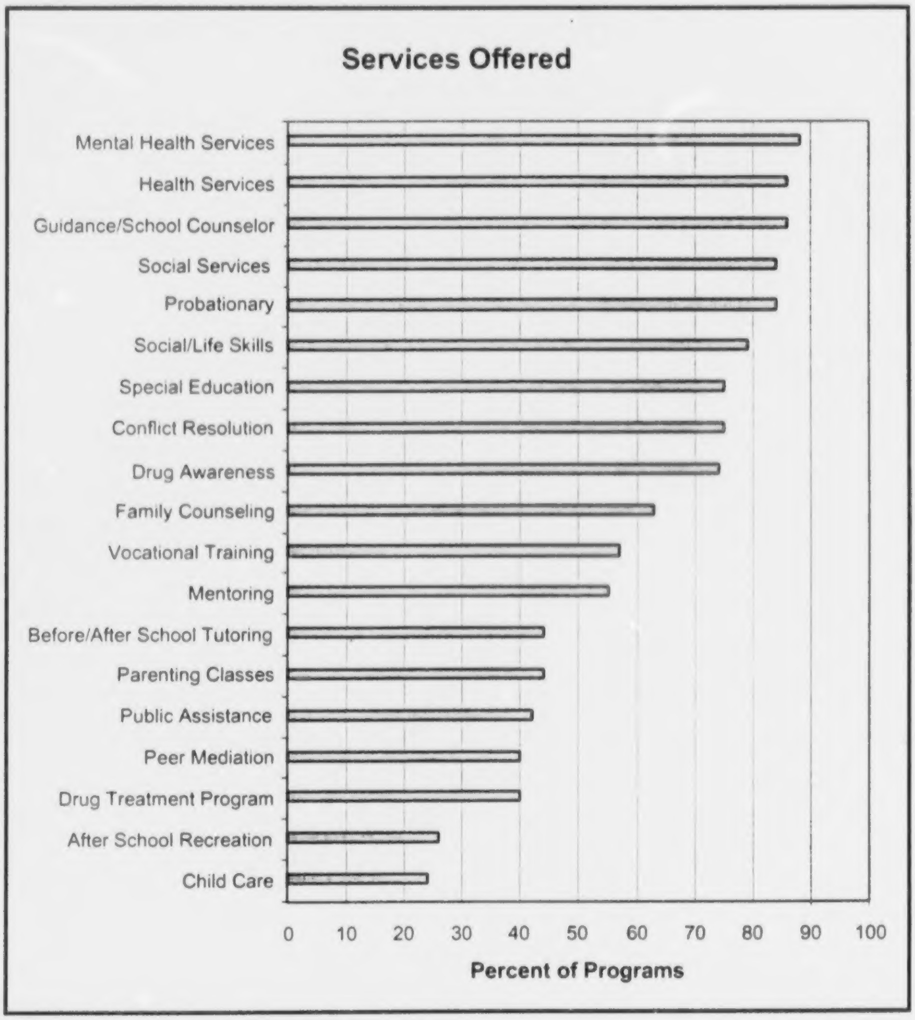

Figure 1.05. Services Offered by CrossRoads Sites

Services provided are defined on the following two pages:

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- *Mental Health Services.* Direct or indirect consultation with school staff, individual counseling, and/or group or family therapies, by a trained clinician, psychiatrist, psychologist, counselor, or clinical social worker.

- *Health Services.* Medical or dental checkups, vaccinations, on-site availability of nurses or health specialists for emergency care, special health and/or sex-education programs for students whose parents give permission.

- *Guidance/School Counselor Services.* Direct contacts with students in scheduling classes, career counseling, crisis intervention, part-time employment searches, and as a referral source for mental health services, social services, or other services.

- *Social Services.* Direct and indirect intervention with students and their families, who are experiencing multiple, prolonged, intense stressors (such as poverty, alcoholism or drug use, chronic truancy, severe illness, abuse, neglect).

- *Probationary Services.* Scheduled contacts with and monitoring of the behaviors of students who are on court-ordered probation or juvenile parole.

- *Social/Life Skills.* During or after-school activities which seek to help students who are alienated or disenfranchised from peers or the mainstream, or who need special training and guidance in appropriate behaviors.

- *Special Education.* Classroom programs providing alternatives for students who are unable or unwilling to participate within a regular school setting. Students may be slow learners who need remediation, exceptionally bright and in need of challenge, ESL (English as a second language) who need to learn the language, or disruptive and resistant to authority who need a more structured environment.

- *Conflict Resolution.* The process of dealing directly and appropriately with potentially explosive or disruptive behaviors, usually between individuals or between groups. On occasion it may also involve a clinical approach to severe problems faced by a student who needs guidance or intervention to resolve the issue.

- *Drug Awareness.* Classroom or assembly programs that encourage and support students to avoid illegal drugs, alcohol, and tobacco products.

- *Family Counseling.* A form of intervention which may or may not be clinical in nature. Examples include seeking the roots of student truancy by working closely with the family; identifying and discussing child or spousal abuse that may trigger student reactive behaviors; or assisting a dysfunctional family to learn communication skills to strengthen their parenting skills (e.g., Parent Effectiveness Training).

- *Vocational Training.* Opportunities for students to learn manual skills in addition to academic knowledge. Examples might be a work-study program with students placed in apprenticeship roles for pay; placement in a variety of commercial or industrial settings for specified periods to observe and participate without pay; specialized classes in computer technology, automotive repair, the building trades, commerce and trade transactions, or machine-shop equipment.

- *Mentoring.* Individual, role-modeling adults who volunteer to work one-on-one with students in need of remedial education, socialization, or emotional support. Some programs provide mentoring by older students for younger students.

- *Before/After School Tutoring.* Special opportunities, either individual or small group, for academic remediation in specific subjects. May be in classrooms, the school library, public buildings, or even in the student's home. Volunteers—often teachers or members of the Community Collaborative—provide the tutoring to strengthen student skills and enhance regular classroom performance.

- *Parenting Classes.* Provides for parents who are ineffective, sometimes abusive, or unable to cope with their children's behaviors. Also addresses issues of parenting with pregnant students who stay in school and anticipate parenthood.

- *Public Assistance* Services. Addresses problems of deprivation, unemployment, income maintenance, food stamps, and other areas of need experienced by families who are on welfare or who have limited or no resources.

- *Peer Mediation.* Selection of students to assist in dealing with other students' conflicts or negative activities. Some examples are the Positive Peer Culture approach, student courts, student councils, or student representatives.

- *Drug Treatment Program.* Specialized program designed to address the issue of drug dependency. Usually meets with students several evenings a week for group discussion and interaction. Some impromptu drug testing; use of peer pressure and peer support.

- *After-School Recreation.* Use of school or other public facilities for clubs, interest groups, social events, or sports activities, under adult supervision, to keep the students in more suitable environments than on the streets and provide a more wholesome and appropriate setting for student interaction.

- *Child Care* Provides services for unwed mothers or other students with children who have no resources or family to take care of the child during school hours. Includes occasional classes in effective parenting, appropriate diet, health needs, learning to budget money, and other necessary skills.

More than 80 percent of sites currently offer mental health services, guidance, physical health, probationary services, and social services. There is no indication of any increase in the provision of services during the three-year period FY1998 through FY2000. Site visits suggested that provision of the more common services was frequently minimal, particularly for small and medium-size programs. Several staff and administrators expressed a strong need to provide more social and mental-health services, but did not have the staff, community or other resources, or district support to do so.

Instructional Characteristics

More than 95 percent of the sites offered direct, on-site instruction. Five did not indicate that they offered direct, on-site instruction. Among these, one offered special education, the second offered integrated curriculum, the third offered instruction in private industry, the fourth offered special education and integrated curriculum, and the fifth offered post-secondary options, special education, integrated curriculum, and apprenticeship. From the second to the third year of the evaluation, there was an increase in the percent of programs offering an integrated curriculum and special education. There was also an increase in mastery learning, vocational classes, and conflict resolution classes.

Figure 1.06 summarizes instructional characteristics of the CrossRoads programs. The three sections of this figure focus on specific classes (Section I), method of delivering vocational education instruction (Section II), and specific methods for delivering instruction (Section III).

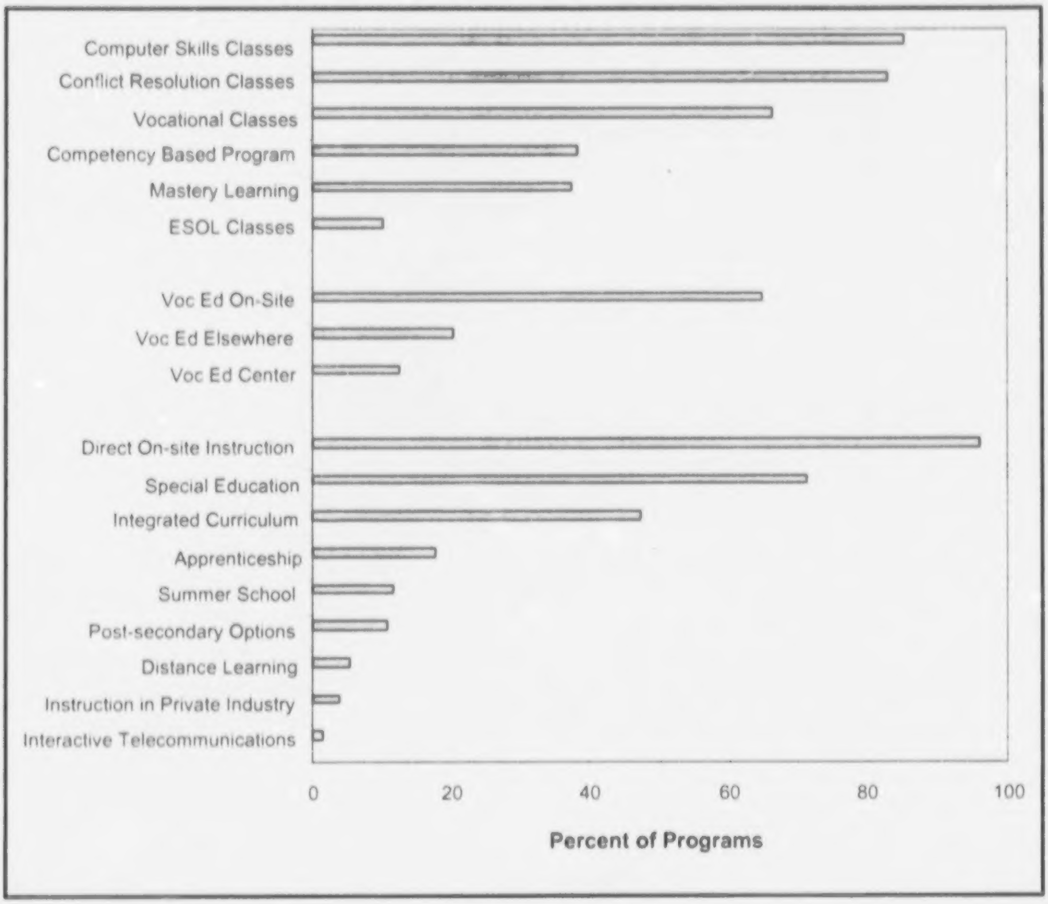

Figure 1.06. Instructional Offerings at the CrossRoads Sites

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Faculty and Staff

Table 1.09 shows the number of Alternative Education Program sites that have zero to five or more full-time and part-time faculty and staff who work with CrossRoads students. Some programs had no full-time staff; some programs had all full-time staff and no part-time staff. The numbers in each cell represent numbers of sites reporting.

Table 1.09
Full-time and Part-time Faculty and Staff Who Work with CrossRoads Students

Faculty and Staff Who Work with CrossRoads Students	Number of Full Time Faculty or Staff				Number of Part Time Faculty or Staff			
	0	1-2	3-4	5 or more	0	1-2	3-4	5 or more
Numbers of Sites (131 out of 132 reporting)								
Administrators	36	93	2	0	96	32	3	0
Teachers	15	44	26	46	85	28	5	13
Counselors	79	49	3	0	83	44	3	1
Aides	51	57	16	7	113	16	2	0
Other	70	48	8	5	104	21	5	1
Numbers of Sites (112 out of 132 reporting)								
Certified in Special Education	46	54	10	2	81	27	3	1
Certified in Vocational Education	92	18	2	0	99	10	2	1
Certified in Business Education	87	24	1	0	104	7	1	0

More than half of the sites (79) have no full-time counselors, and 42 sites have one full-time counselor. Fifteen of the sites have no full-time teachers. Half of the sites (66) have one or more full-time teachers with certification in special education. Only 20 sites have one or more teachers with certification in vocational education, while 25 have one or more teachers with certification in business education.

The number of full-time teachers ranges from none to 30, with a mean of 4.4, and a median of 3. The number of part-time teachers ranged from none to 26 with a mean of 1.9 and a median of 0. A student-to-teacher ratio was calculated using the CrossRoads enrollment at the time of inquiry divided by the number of full-time instructors plus the fraction of full-time worked by the part-time instructors as indicated in the survey, yielding a student-to-teacher ratio of approximately 18:1. Given the tremendous diversity of program characteristics, this average should be taken as just that, and not as an expectation of what one might find upon visiting a CrossRoads site selected at random.

Nine programs that offered only night classes were excluded. The mean for the remaining 123 program sites was 11.7, median 9.9, and standard deviation 8.4; the ratios ranged from a minimum of 3 to a maximum (as reported by one program) of 64 students per teacher.

Technology

Eighty-five percent of the CrossRoads sites (N=129) reported offering computer skills classes, and 69 percent (N=126) reported having Internet access. Only three sites out of 127 reporting (2 percent) had no computers dedicated for student use. The mean number of computers dedicated for student use was 24.6 (SD 21.5), with a minimum of 0 and maximum of 104. The median number of computers dedicated to student use was 17. Eleven sites (9 percent) had no computers dedicated for teacher use, while 60 percent of sites had 1 to 4 computers dedicated for teacher use. Forty-nine sites (39 percent) had no computers dedicated for counselor use, but 56 percent had one or two computers dedicated for counselor use. Seventeen sites had no computers dedicated for administrative use, but 72 percent had 1 to 3 computers dedicated for administrative use.

A student-to-computer ratio was calculated based on total enrollment at the time of the survey. The mean was 2.7 students per computer (SD 3.1, N=101), with a maximum of 19.47 students per computer and a minimum of .3 students per computer. In 1998, the ratio was 3.7 students per computer, and in 1999 the ratio was 2.9 students per computer. Thus, it would seem that more and more computers are becoming available. Most sites (83 percent) reported that computers for student use are located in the classroom, and 55 percent of respondents said computers for student use are located in a lab.

Summary of General Program Characteristics

CrossRoads serves a diverse student population in many ways. Although students range in age from 10 to 23, the trend has been toward younger students since the beginning of the data collections. The percentage of students age 16 or younger has increased from less than 21 percent in FY1996 to over 79 percent in FY2000. Historically, older students were more likely to be admitted for reasons such as pregnancy, truancy, dropout prevention, etc. For younger students, disruptive or rebellious behaviors appear to be one factor in the trend.

By race and sex, the largest single group of students is black males (40.6 percent overall and declining slightly since 1998), followed by white males (30.5 percent overall and increasing slightly since 1998), black females (16.4 percent overall and declining significantly since 1996), and white females (30.5 percent overall and increasing significantly since 1998 but about even with 1996-1997 figures).

Most programs are quite small, with over half (55 percent) reporting 50 or fewer students. The student-to-teacher ratio is around 18:1, but there is great variability from program to program and site to site. Over 80 percent of programs have fewer than 100 students. Most programs (67 percent) are located primarily in separate facilities far from the main campus. Only about five percent of all programs are located within the school buildings from which their students are drawn. Virtually all programs operate on a semester basis with day classes only. While organization varies quite a bit, the most popular approach is the traditional 50-minute class period, which accounts for about 40 percent of all programs. Individualized and 4x4 block scheduling are close behind with 37 percent and 32 percent of programs, respectively.

Programs offer a wide range of services, ranging from child care (24 percent of programs) to mental health services (88 percent of programs). Over half of programs offer mentoring, vocational training, family counseling, drug awareness, conflict resolution, special education, social/life skills, probationary counseling, social services, guidance counseling, physical health services, and mental health services.

Students enter CrossRoads programs primarily because of disruptive, illegal, or aggressive behavior. Over the five years for which data were available, about two out of three students entered for one of these three reasons, with disruptive behavior accounting for 40-45 percent of program entries during any one year. Admissions for illegal or aggressive behavior have hovered near 20-25 percent per year.

In general, program organization and offerings seem to match student demographics and behavior patterns. However, there may be no single profile that fits more than a fraction of individual CrossRoads programs. It will be helpful to keep this fact in mind as findings are presented.

During the first year of the evaluation, the original contractors, the Georgia Assessment Project at Georgia State University, created questionnaires, forms, and other data collection instruments to gather data to answer these questions. Sixteen program sites were designated for on-site visits by the evaluators.

At the beginning of the second year, the staff of Measurement Incorporated (MI) reviewed these instruments with Department staff and made several revisions to improve the accuracy and reliability of data gathered. Some additional instruments were designed to collect information from all of the 132 CrossRoads program sites. Other tools were used to provide a closer look into program operation at 36 of the program sites that were chosen to provide a representative in-depth and personal look at CrossRoads programs.

Prior to the beginning of the third year, Measurement Incorporated staff met with Georgia Department of Education staff and made additional refinements in some of the instruments. In addition, because of GDOE budget constraints, it was necessary to cut two on-site visits for the final year, from 36 program sites to 34 program sites.

This report is the 1997-2000 three-year evaluation, incorporating data collected for review, interpretation, and analyses, and establishes the basis for the findings and recommendations in the Executive Summary.

Chapter 2
Evaluation Methodology

Overview

The CrossRoads evaluation focused on 124 alternative education programs receiving funding from the state CrossRoads program to support the operation of 132 program sites (some programs had more than one site, such as both day and evening schools). The evaluation was conducted during the 1997-1998, 1998-1999, and 1999-2000 school years. Student and other data were collected from all 132 program sites and 36 sites were selected for intensive study. Details of the data-collection forms and relevant' tables are in Appendix A; the site-visit schedules are shown in Appendix B; the Code Book and relevant tables are in Appendix C; and the Evaluation Focus and Framework is in Appendix D.

During the 1997-1998 school year, the director from each of these 132 sites was asked to complete a General Program Information questionnaire asking about program characteristics. In the fall of both subsequent school years, each of these programs updated their program information using a new General Program Information questionnaire. Each school was asked to have all professional staff members complete a CrossRoads School Staff Survey asking opinions about program climate. All programs were also asked to complete a Student Intake and Student Exit information form on each student entering and exiting the program during each school year to provide information on student history and progress.

Sixteen of the 132 sites were selected for on-site visits during the first year of the evaluation so that in-depth interview information could be collected. The visit schedule was expanded to 36 sites in the two subsequent years, by adding 20 new sites to the existing 16, as shown on Table 1.02 in chapter 1. These sites were selected by size and location, representative of the eleven Georgia Congressional Districts.

A team of two evaluators visited each of these sites for one day, both years. During the visits the evaluators conducted individual interviews with base school administrators and program directors, conducted group interviews with program teachers and students, and administered a 53-question Base School Staff Survey to the professional staff at one middle or high school sending students to the CrossRoads program. In the final year, the evaluator sent the survey forms directly to the Base Schools.

The interviews and surveys asked questions about program philosophy and operation, and attitudes about the CrossRoads alternative school program. The Base School Staff Survey posed similar questions to the 116-question CrossRoads School Staff Survey. In addition, these 36 sites completed *four* Student Follow-up Reports to track through April 2000 *all* CrossRoads alternative school students who were enrolled during the fall semester of 1998. These follow-up reports were designed to provide information for a cost-benefit analysis (CBA) of the programs and to answer the GDOE evaluation question concerning longitudinal effects of the program.

Program Relations and Data Collection Efforts

The evaluators conducted and participated in workshop sessions at the statewide CrossRoads conferences in Macon, Georgia, on August 5-6, 1998, on January 22-23, 1999, and on August 3-4, 1999. Samples of the Intake/Exit forms were shared with and explained to the participants. During these sessions, information about the design and purpose of the evaluation and expectations of the programs was provided, and questions were answered. Participants were asked for suggestions on how to improve the instrumentation to make the data forms more user-friendly, and some aspects of the forms were changed accordingly. Item comparability across each annual administration was maintained when forms were improved for structure and readability.

Thorough data collection from the 132 program sites was established by extensive and precise record-keeping, a toll-free number to the evaluator's office for sites to call with questions or requests for forms, and clearly stated deadline dates for the requested data. Contacts through correspondence, e-mail, telephone, and faxes were made when some sites were overdue in returning forms. GDOE staff also assisted in these contacts toward the end of the evaluation.

Terminology

So that all terminology in this report may have common meaning, several terms describing student behavior are defined below. The definitions are approved by the Georgia Department of Education and provided in instructions to CrossRoads personnel assisting in evaluation data collection.

Absenteeism. The percentage of days absent from the CrossRoads program or the percentage of days absent during the base school grading period prior to CrossRoads entry.

Aggressive behavior. Behavior that demonstrates physical aggression such as fighting, striking, or pushing a student or teacher; or intimidating others by threats of violence.

Attitudinal outcome. Any of the set of student attitudes defined by items 76, 78, and 81-88 of the CrossRoads Staff Survey and items 8, 10, 12-20, and 45-46 of the Base School Survey.

Behavioral outcome. Any of the set of student behaviors defined by items 93-101 of the CrossRoads Staff Survey and items 25-33 of the Base School Survey.

Dependent variable. Any of the outcomes predicted by the evaluation model.

Disruptive behavior. Behavior other than physical aggression that disrupts the learning of other students or the student himself or herself.

Independent variable. Any of the variables used to predict program outcomes.

Negative outcome. A term applied to all of the following: removal for lack of attendance, expulsion, DCYS placement, dropout, adult jail.

Program. Any one of 124 entities funded by the Department.

Rebellious behavior. Chronic rebellion against school rules, such as verbal aggression, behavior that distracts the attention of the teacher or other students, refusing to do assigned work, leaving campus without permission, coming to school under the influence of drugs or alcohol.

Site. Any one of 132 locations, usually one per program, where CrossRoads activities actually take place. During 1998-99, one program operated four sites, while four other programs operated two sites each. A typical program with more than one site might operate a day program for younger students and a night program for older students, with each program having different goals, staff, and methods. Throughout this report, the term 'site' is used much more often than the term 'program' because its meaning is more precise.

Truancy. Repeatedly skipping school without reasonable cause.

Focus of the Evaluation

Seven evaluation questions were identified by the Georgia Department of Education to guide the evaluation of the CrossRoads Alternative Schools program:

1. Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger community?
2. What are characteristics of effective models used by CrossRoads programs?
3. What are the benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, dropout rate, promotion rate, recidivism, juvenile justice infractions, employability, participation in post-secondary programs, and/or completion of GEDs?
4. What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and community?
5. What are the unintended effects of the CrossRoads program?
6. How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?
7. To what extent are chronically disruptive, committed, and/or non-attending students not being served by the CrossRoads programs?

Each of these seven questions was analyzed to identify its measurable components. The components are shown below, following each question:

1. Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger community?

   a. Do students consistently perform and behave better during their enrollment in the CrossRoads Program than they did while at the base school?

   b. Do students who were enrolled in a CrossRoads Program continue to perform and behave better subsequent to their return to the base school?

   c. Do students who attended a CrossRoads Program attend school more days during and subsequent to enrollment in CrossRoads?

   d. Do students who attended a CrossRoads Program show less recidivism than wait-listed students who were not able to attend a CrossRoads Program?

   e. Are students who attended a CrossRoads Program retained less than wait-listed students who were not able to attend a CrossRoads Program?

   f. Do students who attended a CrossRoads Program drop out at a lower rate than wait-listed students who were not able to attend a CrossRoads Program?

   g. Do students who attended a CrossRoads Program get promoted, graduate, or obtain GEDs at a higher rate than wait-listed students who were not able to attend a CrossRoads Program?

   h. Do students who attended a CrossRoads Program go on to postsecondary education or training at a greater rate than wait-listed students who were not able to attend a CrossRoads Program?

   i. Are students who attended a CrossRoads Program convicted of fewer crimes than wait-listed students who were not able to attend a CrossRoads Program?

   j Are students who attended a CrossRoads Program more likely to be employed and retained than wait-listed students who were not able to attend a CrossRoads Program?

   k. Are students who attended an alternative program likely to collect welfare or unemployment than wait-listed students who were not able to attend a CrossRoads Program?

2. What are characteristics of effective models used by CrossRoads programs?

   [Effectiveness may be defined by better attendance rates, lower dropout rates, lower retention rates, lower recidivism, lower incidence of disciplinary action, higher grades, higher graduation and GED rates, higher base school administrator and teacher satisfaction, higher postsecondary enrollment, lower arrest and conviction rates, lower welfare or unemployment, higher employment and job retention.]

a. Are programs of particular enrollment sizes more effective than others?

b. Are programs in particular kinds of locations more effective than others?

c. Are programs operated at particular times more effective than others?

d. Are programs run on particular models more effective than others?

e. Are programs that have teachers of particular characteristics more effective than others?

f. Are programs with characteristics (e.g., number of years teaching, number of years of other experience, types of other experience) identified by research on resilient students more effective than others?

3. What are the benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, dropout rate, promotion rate, recidivism, juvenile justice infractions, employability, participation in post-secondary programs, and/or completion of GEDs?

   Each of these questions pertains to program effectiveness as delineated under Evaluation Question #1. These outcome characteristics will be used to compare the different programs.

4. What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and community?

   Questions pertaining to longitudinal effects of CrossRoads programs on students are listed under Evaluation Question #1. In addition, the following issues are of interest:

   a. Do students' families become more involved in school activities?

   b. Are students' families pleased with their children's school performance?

   c. Do teachers in base schools feel differently about students who have attended CrossRoads programs?

   d. Do teachers perceive their classrooms to be safer with disruptive students removed to CrossRoads programs from their classes?

   e. Do teachers perceive their classrooms to be safer with students who have returned from CrossRoads programs?

5. What are the unintended effects of the CrossRoads program?

   a. Crossroads funding was intended for programs to enroll students for a limited period of time. Early indications are that some programs keep students for longer periods. Are there different levels of success for programs designed to return students to the base schools as opposed to those that keep students to graduation? What impact do the other sources of funding have on CrossRoads program students?

   b. Do students in CrossRoads programs wish to return to the base school or stay in the CrossRoads programs?

   c. Are there differences in attitude on the part of students, teachers, and administrators in programs that return all students to the base school versus those that keep students in the CrossRoads program?

   d. Many CrossRoads programs receive funding from multiple sources. What features of these multiple funding source programs are different from programs that are funded solely by CrossRoads monies?

   e. CrossRoads funding is intended to address problems of students who have been disruptive in base schools. Does this funding facilitate or conflict with other sources of funding for alternative schools?

   f. Several organizations appear to have significant impact on the operation of CrossRoads programs, notably Communities in Schools and Family Connection. How does the activity of these organizations impact the operation of CrossRoads programs and how would the absence of these programs impact the effectiveness of CrossRoads?

6. How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?

   a. What are the major effects of a Collaborative on CrossRoads programs?

   b. What kinds of membership in the Collaborative seem to help most?

   c. Do Collaboratives provide public relations or political support to a program?

   d. What conditions facilitate the establishment of an effective Collaborative?

   e. What conditions seem to make a Collaborative less helpful to a program?

7. To what extent are chronically disruptive, committed, and/or non-attending students not being served by the CrossRoads programs?

   a. Waiting lists seem to be common for many programs. Funding, staffing, or space needs are exceeded by the numbers of students who qualify for the programs. What percentage of total available enrollment is being served?

   b. Are there particular kinds of students who are more effectively served by some CrossRoads programs than others?

   c. Are comprehensive programs better able to serve students than small targeted programs?

   d. Are base schools considered less safe when programs cannot serve sufficient numbers of qualifying students?

Data Collection Instruments

Statewide Data Collection

Program information, student performance data, and alternative education program (AEP) staff opinions, attitudes, and concerns were collected from all 132 AEP sites. Data collection instruments included the following:

- General Program Information Questionnaire (Program Profile)
- CrossRoads Student Intake and Exit Information Form
- CrossRoads Staff Survey Questionnaire
- Base (referring) School Staff Survey Questionnaire
- CrossRoads Student Follow-up Report Form
- CrossRoads Teacher Focus Group Introduction and Protocol
- CrossRoads Student Focus Group Introduction and Protocol
- CrossRoads Program Administrator Protocol
- Base School Administrator Interview Protocol

The first three instruments listed above were used to collect data from all 132 sites. The final six were used only in conjunction with on-site visits to and long-term follow-up of students from the thirty-six intensive study sites. Facsimiles of these forms are shown in Appendix A.

Table 2.2.01 summarizes the sources of information, use of the information collected in terms of which of the seven evaluation questions the instrument addressed, and the approximate numbers of forms collected during each year of the three-year evaluation.

Note: Information on Table 2.2.01 shows three variances:

1. For the *General Program Information* (GPI) Questionnare during the 1999-2000 school year, three sites did not respond. The data from the 1998-1999 GPI were used for these three sites.

2. Data from the *Base School Staff Survey* Questionnaire were not available from the 1997-1998 evaluation contractor.

3. The *Student Follow-up Survey* did not begin until the 1998-1999 school year.

Table 2.2.01
Summary of Data Collection Instruments

Data Collection Instrument	Data Source	Data Evaluation Focus (Questions 1-7)	Number Collected		
			1997-1998	1998-1999	1999-2000
General Program Information Questionnaire (Program Profile)	Program Admin.	1, 2, 4, 6	132	132	129
Student Intake and Exit Information Form	Students	1, 2, 3, 4, 5, 6, 7	14,753	14,687	14,475
CrossRoads School Staff Survey Questionnaire	All Staff	1, 2, 3, 5, 6, 7	726	1,726	848
Base (referring) School Staff Survey Questionnaire	Teachers, Counselors	2, 3, 5, 6, 7	[2]	1,032	988
Student Follow-up Report Form	Former Students	1, 3, 4, 7	[3]	2,580	6,278
Student Focus Group Introduction and Protocol	Students (8th/11th)	1, 2, 3, 5, 6, 7	16	36	34
Teacher Focus Groups Introduction and Protocol	Teachers, Counselors	1, 2, 3, 5, 6, 7	16	36	34
CrossRoads Program Administrator Interview Protocol	Program Admin.	1, 2, 3, 5, 6, 7	16	36	34
Base (referring) School Administrator Interview Protocol	School Admin.	1, 2, 3, 5, 6, 7	16	36	34

Additional details about the design, purpose, and use of each data collection instrument are included in the following sections. Facimiles of each instrument used is shown in Appendix A as exhibits (see pages v and vi of the Table of Contents for details).

CrossRoads Program Profile (Exhibit 1)

The CrossRoads Program Profile provided information on the operation of each individual program. This questionnaire, completed by program administrators or their designees, requested information concerning the program characteristics at each AEP site. The full profile was collected in the 1997-1998 school year; and updated information was collected from all programs during the 1998-1999 and 1999-2000 school years.

The instrument was used primarily to provide data for Evaluation Question #2, "*What are the characteristics of effective models used by CrossRoads programs?*" Because no defined model was used in developing Georgia's alternative programs, it was necessary to identify characteristics of all 132 sites in order to classify and categorize those program characteristics into understandable and analyzable groupings from which to study variations in program effectiveness.

The Program Profile also provides base data for answering Question #1, "*Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger community?*" Question #4, "*What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school and community?*" and Question #6, "*How does a Community Collaborative contribute to an effective CrossRoads program?*"

The instrument is composed of 12 pages and 67 questions asking about the programs' size and characteristics, faculty and staff information, use of technology, student intake and exit requirements, community collaboratives, parent involvement, student transition programs, and program innovations. Thirty of the questions include open-response options to enable administrators to describe their programs adequately and accurately.

During the second year of the evaluation, the survey was mailed on October 28, 1998, to be completed by program directors and senior staff by November 20, 1998. Four follow-ups were undertaken in order to obtain all forms, of which the last was received by February 12, 1999. In the third year of the evaluation, the survey was mailed on October 11, 1999, to be completed by October 18, 1999. Nine follow-ups were necessary to obtain 129 forms, the last of which was received June 1, 2000. Three sites did not respond despite repeated contacts.

CrossRoads Student Intake and Exit Information Form (Exhibit 2)

The Intake and Exit Information Forms facilitate answering all of the evaluation questions because all questions are ultimately dependent on student change as a function of the AEPs. These data help compare the exit behavioral and academic performance with historical performance prior to and during students' enrollment.

The CrossRoads Student Intake and Exit Information Forms were adapted from the 1997-1998 student information form for data continuity. For 1998-1999, an eight-page set of instructions for the forms was developed and field-tested to explain efficiently yet thoroughly the information needs requested on the forms. In addition to eight student-identification questions, the Intake Form asked 20 questions about student behavior, academics, attendance, recidivism, and recommended services for the student. The Exit Form asked two identification questions to match the Intake and Exit Forms should they be separated, and twelve questions pertaining to program exit and performance while in an AEP.

For the second year of the evaluation, the student Intake and Exit Forms were approved, printed, and sent to all 132 sites by August 18, 1998. By March 2, 1999, forms had been submitted by 98 programs. Although extensive effort was made to make the instructions and forms easy to use, and the instructions and forms were reviewed by AEP directors at the August 1998 conference in Macon, many completed forms were found to have extensive errors and missing information.

Two written follow-up requests were sent during the year. Multiple follow-up telephone calls were required to obtain sufficient data, including individual program telephone calls to request missing data or to correct forms. As of the June 18, 1999 submission deadline for all 1998-1999 school year Intake and Exit Forms, 14,687 completed Intake/Exit forms had been submitted.

The Intake/Exit form itself (Exhibit 2a) was modified again for the 1999-2000 school year to increase the efficiency and clarity of the form, and to decrease errors and the workload for AEP staff completing the forms. Extensive review and discussions with GDOE staff, in person (August 1999 CrossRoads Directors' Workshop), by fax, by e-mail, and by phone, eventually yielded a significantly modified form that was easier to complete yet still provided contiguous data with previous years.

The instruction booklet (Exhibit 2b) was expanded from 8 pages to 12 pages in response to the most-frequently asked questions from the second year and to the changes made. The Intake/Exit forms and Instruction Booklets were completed and printed by the end of September 1999 and sent with header sheets (Exhibit 2c) and a two-page cover letter (Exhibit 2d), which outlined the expectations and due dates for all forms to be completed by the AEPs' staffs. Form changes from the second to the third year were:

- Intake Form
    - *Year Entered First Grade* was deleted as unreliable. The original intent was to gather data on the total number of students retained. AEP staff could not obtain the data from school records.
    - *GPA* was replaced by *Coursework achievement prior to entry in CrossRoads*. These data were more relevant because the GPAs were often not obtainable by AEP staff from referring schools.
    - *Student's Reading and Math Grade Level on Entering CrossRoads* was deleted. These data were frequently left blank and the AEP school staff cited the difficulty in getting the testing information from the referring schools.
    - *Recidivism Items* (frequency of placements in AEPs) were inadvertently omitted from the form. A supplemental form (Exhibit 3a) with instructions (Exhibit 3b) was sent to all sites on February 28, 2000.
    - Five items involving *frequency of disruptive behaviors* were combined into one block grid, for continuity and ease of response.
    - "Services Available?" question was added to the *Services recommended* item.

- Exit Form
    - *GPA* was replaced by *Coursework achievement during stay at CrossRoads*. These data were more readily available and less difficult to obtain.

- *Student's Reading and Math Grade Level on Exiting CrossRoads* was deleted. These data were frequently left blank because testing was seldom done for many of the students, either because of abbreviated stays, unavailability of tests, or lack of resource staff to do the testing.
- *Services Provided during the stay at CrossRoads* and *Services to be Continued after the student leaves CrossRoads* were combined in one block grid for continuity and clarity.
- *Multiple Intake/Exit Activity* format (new) was designed to address the short-term student who may enter and exit two, three, or even four times during the quarter or semester. This was in response to the AEP directors' request.

The forms were returned sporadically, so two reminder letters (March 31, 2000, and May 18, 2000) were sent, and phone calls, faxes, and e-mail inquiries were made at least biweekly to prompt the AEP staff. Additionally, GDOE staff assisted by contacting school-district superintendents in systems where the AEP school site response was long overdue. As of July 26, 2000, we had received 14,833 completed Intake and Exit forms from 130 sites. Two sites did not return the February 2000 batch of forms and ten sites did not send in the May 2000 batch of forms.

Student Intake and Exit Addendum Form (Exhibit 3)

When the Intake/Exit forms were revised for the 1999-2000 evaluation period, two key pieces of data relating to recidivism were inadvertantly left out of the form. These data were recovered by the addition of an auxiliary Intake and Exit form (exhibit 3a) that provided the data. Of the 132 program sites, 100 (approximately 76 percent) returned the forms. These data were incorporated into the Student data from the Intake and Exit Forms.

CrossRoads School Staff Survey (Exhibit 4)

Data from this statewide survey helped answer all the evaluation questions except #4.

As with the Program Profile, the CrossRoads School Staff Questionnaire (Exhibit 4a) and the Answer Sheet (Exhibit 4b) were adapted from the 1997-1998 survey to provide data continuity. This modified survey was used in the second and third years of the evaluation. The items were reorganized based on those data into sections representing information and attitude scales.

Part I asked seven questions on professional experience. Part II asked 22 questions on workday/teaching activities. Part III asked 46 questions about the program environment, including opinions about the program, the teachers, the administrators, and the Community Collaborative. Part IV asked 26 questions about student outcomes focusing on resiliency research characteristics. Part V asked seven questions about administrative support of staff and program support of students. Two questions were asked about instructional freedom and job satisfaction.

CrossRoads Staff Open-ended Questions (Exhibit 4, continued)

Part VI of the survey posed six *open-response* questions:

1. What do you see as the three most important issues facing your program in the next two or three years?
2. List one or two features or aspects of your program that make it especially effective as you work with students.
3. What would MOST help you to better serve your students?
4. What do you like BEST about your program?
5. What do you like LEAST about your program?
6. What would you MOST like to see changed about your program?

These six open-ended questions were set up for range finding and scanning by the contractor using a method similar to the scoring of writing assessments, with which the contractor has extensive experience. The six questions are identified and the response categories are shown on Tables C.01 through C.08 (pages 185-189), for details of the coding procedure.

During the second year of the evaluation, surveys were received from 87 of the 132 sites by April 1, 1999. Three follow-up contacts were made to non-responding program sites during the spring. One hundred twenty-four sites responded in time to be included in the report. As of July 15, 1999, the open-ended questions had been coded from 1,726 surveys, or 10,356 items, most with multiple responses. In the final year, 126 sites responded by July 10, 2000, with 848 staff surveys, and the open-ended questions had been coded on 5,088 items. This reduction may be attributed to the fact that the same questionnaire was used for both years.

Over a two-year period (1998-2000), 2,574 AEP staff completed the six open-ended sections for a total of over 15,000 responsess. These responses ranged from brief phrases to full sentences to paragraphs. Some sections were left blank on individual Survey Questionnaires. The 726 staff who completed the 1997-1998 version of the form were not included in this part of the study, as MI did not have the data from the original vendor.

In the 1998-1999 school year, five hundred forms were selected from 39 program sites and reviewed to determine a variety of categories and subheadings for the six different questions. All possible subheadings that could be found for each category were selected and listed, with an awareness that there might be bias. Possibilities for selection of headings and subheadings ranged from 8 to 16 in each section and during the initial read-through, an ongoing count was made of the most frequently answered categories and subheadings.

Those items with the highest number of responses were selected for coding. The goal of this procedure was to construct a category guide with which to identify consensus of *all* participating staff in the areas addressed by the Staff Survey. (Note: Subsequent review of the thousands of responses revealed that there were no discernable biases, and that responses overall were consistent and clearly related to the categories and subheadings initially established.)

In order to set up a manageable database, the categories were limited to a maximum of nine items per section. Categories with the fewest responses were edited out; the most frequently-used categories were retained. Some categories were combined or had more than one subheading, (Money/Funding—More Space, Program Expansion, Instructional Materials); other examples were Parent/Community/Administration Support, and Discipline/Security. The reason was to obtain as many answers as possible under each category in each section.

Finally, *all* papers for sections 1 to 6 were re-read and coded using the constructed category guide with subheadings. This same procedure was used for the 1999-2000 staff responses, using the same categories. See Exhibit 4a (CrossRoads School Staff Survey Questionnaire) and Exhibit 4b (CrossRoads School Staff Survey Questionnaire Answer Sheet) for details of the survey structure.

Base School Staff Survey (Exhibit 5)

A 53-question Base School Staff Questionnaire (Exhibit 5a) and Answer Sheet (Exhibit 5b) were developed using some of the items from the CrossRoads Staff Survey. The purpose of the survey was to facilitate answering all evaluation questions by providing the opportunity for staff in the regular schools to offer their opinions concerning the perceived effectiveness of their alternative education programs.

These data were used in addition to student performance data to assess the effectiveness of the program, which is the ultimate determinant measure of all the evaluation questions. This survey was administered to the faculty and professional staff in each of 36 school districts, from base schools that send students to a visited AEP site in their district. These AEP sites are identified on Table 1.02 in chapter 1, page 3.

Several survey questions asked about the staff member's school role and personal familiarity with the AEP. The 26 questions from the CrossRoads survey pertaining to student outcomes were incorporated to provide comparison between base-school staff and AEP staff attitudes toward students' resiliency. A final section asked about staff opinions concerning AEP availability, the effectiveness of the base school in helping returning students, and the effectiveness of the program.

During the first year of the evaluation all base-school surveys were administered after school by the site-visit teams. This was a source of concern among the base-school teaching staff, as it was not always possible to schedule survey administration during a regular staff meeting after school. During the second year of the evaluation it became apparent that although scheduling forms indicated that survey administration times had been scheduled, they often were not finalized, and surveys had to be left for future administration.

Early during the second year site visits, school administrators were offered the option to administer the surveys after the site visit. During the third year of the evaluation, base-school staff surveys were sent directly to the base schools designated by the AEO administrator, for separate distribution to the respondents. Base schools either scheduled administration time during regularly scheduled staff meetings or were distributed to staff for independent completion and return.

While this practice likely reduced the percentage of returns, the goodwill generated for the program, the Department, and the evaluators was significant. By April 1, 1999, the second year of the evaluation, 638 completed forms from 16 of the 36 intensive evaluation schools had been returned. Five more programs sent surveys the following week. A reminder letter was sent to the remaining 15 programs, and seven of those responded as of April 30, 1999, so that 28 schools had sent surveys. Eight programs had not returned Base-school Staff Surveys. MI ultimately collected forms from 1,032 base school staff, mostly teachers (92 percent), during the 1998-1999 year. During the final year of the evaluation, all base school surveys were mailed directly to the base-school principal designated by the AEP director in that school district. As of July 10, 2000, 974 forms were received from 28 base schools. For comparison purposes, only 23 of the 36 base schools returned their forms both years.

Longitudinal Follow-up Data Collection (Exhibit 6)

Each of the 36 Intensive Study Sites was also asked to participate in the longitudinal follow-up of all students who were enrolled in the program during the fall semester of 1998. Programs were requested to follow this *cohort* of students over a 22-month period from August 1998 through April 2000. The cohort consisted of all AEP students enrolled during the period from August 1998 through January 1999. This included all returning students, all new students, and all departing students. Only students enrolled during this fall 1998 grading period were included in the cohort.

These data were used to determine the effectiveness of alternative education programs directly in terms of extended-term student outcomes. Therefore, the data were used to help answer Evaluation Question #4, "What are the longitudinal effects of the CrossRoads program on the students, as well as the students' families, teachers, base school, and community?" The data were also used to determine answers to all questions as all of them are related to program effectiveness. Another purpose of the data is their application in the Cost-Benefit Study submitted with the third-year evaluation report.

A three-section, two-page Student Follow-up Form (Exhibit 6a) was developed simplifying the data collection as much as possible, as AEP staff were to be responsible for all data collection. An Instruction sheet (Exhibit 6b) accompanied the forms, with an overview of the study. Part I requested student identifying information and attendance history. Part II requested academic and behavioral information for students who remained in the AEP or had returned to a base school. Part III requested information on the activities of students who were no longer enrolled in school.

AEP staff reported on their cohorts during the 1998-1999 school year at the end of each semester. The students were also followed during the 1999-2000 school year and reported on at the end of each semester. Table 2.2.02 shows the data collection schedule.

Table 2.2.02
Dates for Longitudinal Alternative School Student Follow-up

Follow-up Period		Period Covered		Completed Forms Return Date
		From	Through	
1	6 months	August 1998	January 1999	February 25, 1999
2	12 months	February 1999	June 1999	July 20, 1999
3	18 months	July 1999	January 2000	February 15, 2000
4	22 months	February 2000	April 2000	May 5, 2000

Follow-up forms requested student identification data, school status, and, if the student was in school, his or her grade point average, current grade level, retention, discipline referrals, and whether he or she was returned to the AEP. If the student had left school, forms requested reason for leaving, employment status, and information on criminal offenses, if applicable.

On November 30, 1998, a cover letter and copy of student follow-up forms and instructions were sent to the 36 programs. Student follow-up forms were approved, printed, and sent to the programs on January 11, 1999. Two follow-up letters were mailed to non-responding sites during the year. Telephone calls were made to the remaining sites. All respondents indicated that they would provide the completed forms.

As of July 1999, 28 of the 36 AEP sites had returned 2,580 forms, leaving eight programs that had not responded. During the 1999-2000 school year, phone calls, faxes, letters, and e-mail yielded 2,355 forms from 33 sites by the January 24, 2000, deadline, and 3,933 more forms from 26 sites by July 10, 2000 (more than two months past the deadline date). Of the 36 sites, 23 sent in complete sets of 4 forms, 3 sites sent 3 of the 4 forms, 6 sites sent 2 of the 4 forms, 3 sites sent 1 of the 4 forms, and one site sent no forms. The total number of forms for the 22-month period was 8,858.

Staff and Student Interviews (Exhibit 7)

During the first year of the evaluation, one-hour interviews and focus groups were conducted at each of 16 selected sites across Georgia. In the second year of the evaluation, interviews and focus groups were conducted at each of the 36 programs selected for intensive study. Budget reductions reduced the number of site visits to 34 in the third and final year of the study. The interview protocols are included in the Appendix. Focus groups, or group interviews, were conducted with AEP students (Exhibit 7a) and AEP teachers (Exhibit 7b). Individual interviews were conducted with the AEP administrator (Exhibit 7c) and one base-school administrator in charge of discipline for each base-school program (Exhibit 7d).

In accordance with accepted focus group practice, each group was limited to individuals from a particular category so that differential levels of status would not discourage group members from participating openly. For example, student groups were composed of either high school or middle school students; high school students would have been likely to inhibit conversation among the middle school students. AEP staff members were asked not to be present for these interviews. Likewise, only teachers and counselors were present in the teacher interviews; administrators were asked not to be present so that staff would feel more comfortable to speak freely.

The primary goal of the focus group in the AEP evaluation was to provide insight into the successes of and potential problems with different programs, and to determine what the various participants perceive to be ways to best improve the programs. Some questions that were asked about the presence of program characteristics were identified by Resiliency Framework (see Appendix D for background). Of primary importance was the use of the interview and focus group information to classify the programs into categories rating the presence of defined characteristics likely to produce program success.

Site visit interviews primarily facilitated the answering of Evaluation Questions #2, "What are characteristics of effective models used by CrossRoads programs?" and #7, "To what extent are chronically disruptive, committed, and/or non-attending students not being served by the CrossRoads programs?" Because of the general inquiry nature of interviews and focus groups, data were collected that were relevant to all other questions.

To minimize disruption of the school day, student focus groups were done at a time of the program's discretion, with students of the program administrator's choosing. Teacher focus groups were typically scheduled after the close of school. Teacher focus groups for evening programs were usually scheduled prior to the beginning of school. In some cases, paraprofessional staff and/or the program administrator served as substitutes while teachers were interviewed during the school day. All interviews and focus groups were conducted by an interviewer with an observer taking notes. As backup, a tape recorder was used to record each interview and focus group.

Intensive Study Site Data Collection

Visit Scheduling

The evaluation design called for intensive, on-site scrutiny of a portion of the programs. The purpose of this portion of the data collection activity was to provide depth to the information provided through survey forms. The site visits also put a human face on the program and aided the evaluators tremendously in interpreting the tremendous volume of information yielded by the paper-and-pencil data sources.

During the first year of the evaluation, four sites were visited to test survey and interview instrumentation in the fall of 1997. Feedback on the instrumentation and design of the evaluation was used in the final development of survey instrumentation and interview protocols. In the spring of 1996, 16 sites were selected across the state for visits and were contacted by telephone in January 1998. All sites consented to visits. Sites were visited during February through March 1998. (Table B.01) During the day-long visits, surveys were administered to alternative school and base school staff; in addition, interviews and focus groups were conducted.

In the second year of the evaluation, the 36 sites were notified on September 10, 1998, of the longitudinal follow-up plan and the planned site visits. Each site-director was asked to select four dates that would be most convenient for a day-long site visit. By October 31, 30 programs had responded and provided their choices for site visit dates. On November 2, 1998, reminder letters were sent to the remaining six programs. On November 6, 1998, the same sites were contacted by telephone. By December 1, 1998, all sites had responded.

From the four dates provided by the programs, one date was selected to best enable evaluators to travel efficiently between sites. On December 15, the 36 program directors were mailed a cover letter and site-visit scheduling form notifying them of the site visit date selected by the contractor. This enabled the program directors to schedule interviews and surveys at their convenience during the day selected. By January 5, 1999, 30 of the 36 sites responded. Site visits were scheduled beginning January 19 and ending March 22, 1999. (Table B.02)

In the final year of the evaluation, a schedule (Table B.03) was developed to begin on September 28, 1999, and end on February 17, 2000. Sites were assigned a date during that period and were requested to prepare a schedule for the various interviews on that date Several sites were unable to meet during the requested dates and were rescheduled. With rescheduling, 34 visits were completed by February 23, 2000.

Appendix B reflects the scheduled visits to the sites evaluated, shown on Tables B.01, B.02, and B.03.

Program Selection

As was done for the 1997-1998 report, program size was determined by the current enrollment as reported on the Program Profile. Current enrollment figures vary significantly in these programs; some programs might change categories based on enrollment during a different time of semester or year.

Figure 2.01 shows the number of programs in each size category. In the final year of the evaluation, two sites were cut from the visit schedule due to funding reductions by the legislature to the Department of Education. The two sites selected had been unresponsive to data requests by the evaluators and the GDOE, so that data loss would minimally impact the evaluation.

As noted in Chapter 1, 36 of the 132 Crossroads sites were identified for intensive study. All 16 of the sites visited during the 1997-1998 school year were included in the study. Twenty other programs were chosen on the basis of geographic representation by congressional district, program size, and whether the program served one or multiple school districts. During the 1997-1998 school year, program sizes clustered into seven categories: (1) 0-10 students, (2) 11-23 students, (3) 24-48 students, (4) 49-74 students, (5) 75-139 students, (6) 140-250 students, and (7) more than 250 students. These categories were maintained this school year to retain comparability, even though the number of students served has increased at many of the sites

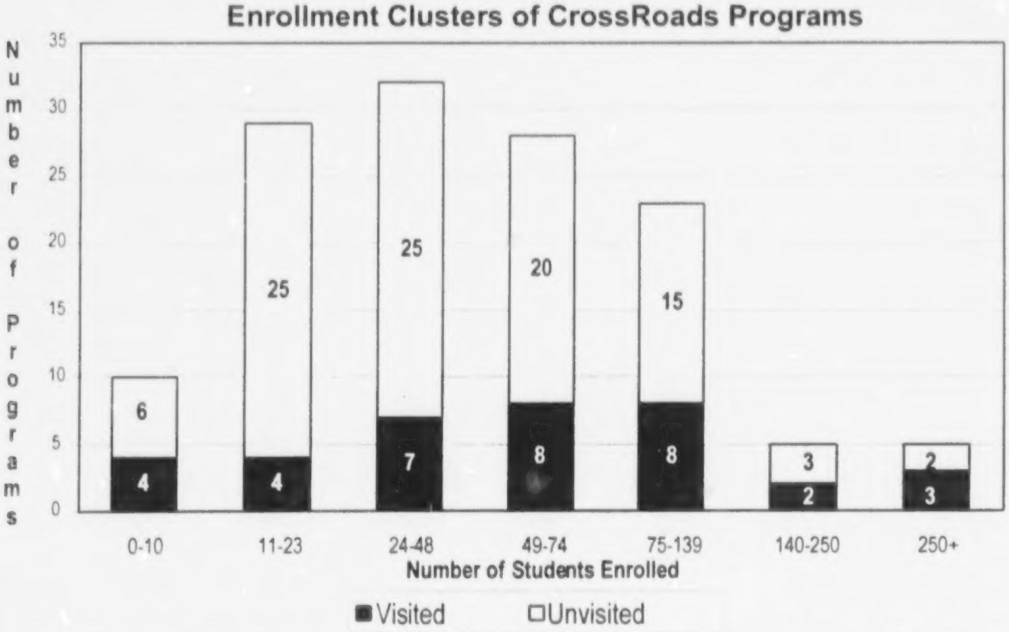

Figure 2.201 Number of Programs in Enrollment Clusters Defined During the Evaluation, as Identified During the 1997-1998 School Year.

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Cost-Benefit Analysis

Overview

This analysis focused on the economic costs and benefits of the CrossRoads Alternative School program in Georgia. Specifically, these questions were asked::

1. Does the availability of the CrossRoads program provide measurable economic benefits to the regular classroom that are greater than the associated costs?

2. Does the program produce measurable changes in the economic well-being of program participants that exceed the associated costs?

These questions were addressed both directly and indirectly within the context of a cost-benefit analysis (Chapter 3, Section 3.1)

CrossRoads is intended to provide for the efficient removal of disruptive students from the regular classroom, thereby increasing instructional time and effectiveness for nondisruptive students. CrossRoads is also intended to facilitate disruptive students' success in school, as well as help students who are at risk for nonattendance. While these two categories of students would appear to be different, it may be that they are both more costly to society when they fail to complete their education (Levin, 1993).

Estimated benefits for educational interventions for at-risk students tend to be about three to six times as high as the estimated costs for these programs. Earnings differences between graduates and dropouts capture only about half of the total returns on investment. However, almost all evaluations to date have been limited to the effect of educational investments on productivity and earnings of program participants, and do not capture the value of reductions in costs of health, public assistance, criminal justice, and other societal maintenance systems (Levin, op.cit.).

This evaluation considered a limited range of related costs and benefits. It attempted to take into account direct costs of the program and economic benefits to the schools and society based on projected costs and savings which are realized from the effects of the program.

Cost-Benefit Analysis was used to attempt to determine not only the benefits of Alternative Education in terms of its short-term effects of minimizing disruption and increasing the success of disruptive students, but also in terms of changes in long-term social benefits. The goal of this study was to provide the Department, the Board of Education, and the Georgia legislature with comparisons by which to help judge the benefits of CrossRoads so that sound policy decisions can be made concerning the future of alternative school funding and its most effective relative share of the state budget.

Cost Benefit Defined

Cost-Benefit Analysis (CBA) is a method of economic analysis specifically developed for the evaluation of public policy issues. Under CBA methodology, all potential gains and losses from a program are identified, converted into monetary units, and compared on the basis of defined decision rules to determine if a program is beneficial from society's standpoint.

According to Catteral (1990), few education researchers and leaders have had exposure to economics and the formal rigors of cost-benefit analyses. One consequence of this lack of knowledge is the inaccuracy with which these terms and methodologies are applied in education. Economists apply strict definitions to these ideas, and these economic definitions will be used here to provide common ground for discussion as well as the operationalization of the present study.

CBA, a term interchangeable with benefit-cost analysis, refers to the comparison of the *costs* of a program to the *benefits* of that program where both costs and benefits are measured and reported strictly in monetary terms. CBA requires the estimation of dollar equivalents for both costs and benefits of a program under study. This facilitates seemingly straightforward comparisons such as ratios of benefits to costs, the amounts that benefits exceed or fall short of costs, and the implied rate of return on dollars invested in the program (Nas, 1996).

There is compelling convenience in achieving dollar quantities for both costs and benefits of public programs. Policymakers availing themselves of CBA may conclude that a program is worth doing for the simple reason that the benefits achieved exceed the costs borne to achieve them.

Unlike CBA, cost effectiveness analysis (CEA) entails estimating program effects in their naturally occurring units and then relating these effects to costs. CEA requires that effects be quantified, but not that these quantities be in dollars. Relaxing the need to provide monetary estimates enables a study to bring to light factors that resist monetary quantification (Nas, op.cit.).

While comparing effects in their natural units to costs in dollars avoids the limitations described for CBA, the tendency for programs to have multiple effects limits the utility of CEA to decisionmakers. When the effects of a program are reported in a wide range of domains, none of which are on the same scale, the effects side of the equation becomes cumbersome (Catteral, 1990) and difficult to summarize.

CBA also typically requires the comparison of one treatment or program against another. In the case of undertaking a cost study of CrossRoads Alternative Education programs, there would ideally be groups of disruptive and nonattending students who (1) attended a CrossRoads program, and (2) who were removed or who left school, were not provided CrossRoads and instead suspended or expelled. This second group would form a traditional control group against which to contrast the effects of CrossRoads Alternative Education.

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CBA can be undertaken comparing a treatment with the *absence* of that treatment; in this case for CrossRoads, the comparisons of costs can be made with continuing to provide students with the traditional alternatives – suspension or expulsion for disruptors and, equivalently, allowing nonattenders to fail to finish high school.

A control group of disruptive and nonattending students was not available for this study. The solution lies in comparing students who attended strong CrossRoads programs with those who are sent to programs that may have been less effective. The effectiveness of CrossRoads programs was measured by using observation data collected during site visits to the programs.

Programs were rated on the basis of characteristics taken from the extensive framework on resiliency as well as characteristics and features identified during the three year evaluation. This framework identified a wide range of program characteristics related to program success. This program-rating method classified programs into six categories. The highest scoring two groups of programs were compared to the lowest scoring two groups of programs.

Method

The CrossRoads CBA made comparisons of the costs and benefits of the two potential interventions of effective programs with less effective programs, using the assumption that the less effective ones would at least be in the direction of no treatment. Included are the costs and benefits of (1) removing disruptive students from the regular school, (2) the costs and benefits of the socialization effects and behavior changes realized in returning students to the regular school after experience with the alternative program, and (3) the costs and benefits of the relative differences in graduation rates, welfare, and employability.

Long-term student outcome data were collected with student follow-up forms provided by thirty-six CrossRoads program sites selected for the study from the 132 program sites presently operating in Georgia. The programs were asked to follow all students who were enrolled in CrossRoads during the Fall 1998 grading period. Students were contacted to determine their status a total of four times through early 2000. These status data were used to derive student success whether they were still in the CrossRoads program, attending regular school, not attending school, employed, or graduated.

Academic and behavioral performance data were collected while the student remained in school in either the regular school or CrossRoads. Societal performance data, such as whether the student was employed or in trouble, were collected by contacting students and parents subsequent to the students' leaving school. These data were intended to provide some indication as to program outcomes in terms of behavior changes of students subsequent to CrossRoads treatment. These outcomes form the basis for CBA both in terms of academic and behavioral performance while in public school, including graduation rates, and in terms of productivity and earnings as well as costs of health, public assistance, criminal justice, and other societal maintenance.

Longitudinal Follow-up Data Collection

Each of the thirty-six selected sites was asked to participate in the longitudinal follow-up of all students who were enrolled in the program during the Fall Semester of 1998. Program personnel were requested to follow a cohort of students over a period from Fall 1998 through Spring 2000. The cohort consisted of all CrossRoads students enrolled during the period from August 1998 through January 1999. This included all returning students, all new students, and all departing students. Only students enrolled during this fall 1998 grading period were supposed to be included in the cohort.

A three section, two-page form was developed simplifying the data collection as much as possible, as local program staff were to be responsible for all data collection. Part I requested student identifying information and attendance history. Part II requested academic and behavioral information for students who remained in CrossRoads or had returned to a base school. Part III requested information on the activities of students who were no longer enrolled in school. CrossRoads staff reported on their cohort during the 1998-2000 period at the end of each semester.

The forms requested student identification data, school status, and, if in school, grade point average, current grade level, retention, discipline referrals, and whether the student was returned to CrossRoads. If the student had left school, forms requested reason for leaving, employment status, and information on criminal offenses if applicable.

Long-term follow-up traditionally requires major and extensive effort. It is common for studies to devote extensive resources to searching for and contacting subjects who have not left forwarding contact information, and rewarding subjects with modest reimbursement for staying in contact with the researchers. Unfortunately, minimal resources were available for the proposed study, and follow-up was left to the efforts of program personnel who were already burdened with the provision of data for students enrolled in CrossRoads and, far more importantly to them, the day-to-day operation of their programs.

As expected, it was extremely difficult for programs to provide the resources necessary for successful student followup. Many programs were unable to complete all four forms collections. Some programs, in part due to changes in personnel, apparently collected data on new students each semester, and lost track of a very high proportion of students after the students' departure from the alternative school.

As had been feared at the beginning of the study, the quality of the data has necessitated limiting the inferences that can be made concerning the effectiveness of the Georgia alternative schools using CBA methodology. In the final analysis, 934 students from eleven highly rated programs and 469 students from seven low-rated programs were identified that had sufficient data for analysis. Even so, several data elements, in particular grade point average, were unusable.

Cost-Benefit Factors

The list of cost factors identified below were used in determining the effectiveness and relative benefit of CrossRoads to the state of Georgia. All necessary program comparisons were made either from differences between performance during regular school and during CrossRoads, or from differences between highly-rated CrossRoads programs and lower-rated programs.

Base School

1. *Instructional time in regular classroom gained because of removal of disruptive students from the classroom to CrossRoads*

   Time was estimated by the base school administrator interviewed during each site visit. The average time was taken from the estimates from the 36 sites. Total time was calculated based on the total number of students removed for reasons of disruption to CrossRoads. Cost savings were calculated using the average teacher salary reported from the 1998 NCES report on state education data.

2. *Effect of removal of 'leaders' on other students*

   Numerous regular school administrators during the 1998-1999 school year interviews cited that the removal of leaders of disruption enabled teachers to better control followers of those students. Regular school administrators were queried during 1999-2000 interviews to estimate the percentage of instructional time increase due to the decreased disruption by followers. The average estimate of instructional time gained was used in calculations.

3. *Instructional time gained in regular classroom because of better behavior of CR students subsequent to return.*

   Using the instructional time factors identified in (1) above, determined the annual instructional time gained by reduced incidence of disruptive behavior recorded for CrossRoads students subsequent to their return to the regular school. Cost benefit was calculated using the factors derived in (1)

4. *Effect of not being able to remove enough disruptive students (2.5% ceiling)*

   Regular school administrators frequently stated that the state's 2% of total enrollment (now under the new legislation, 2.5% including ISS) allocation was insufficient to address system needs. Estimates of perceived needs on the part of these administrators was determined during site interviews. Instructional time potential to meet these needs was also calculated.

Alternative School

1. *Reduced dropout rates and increased graduation rates*

   Costs from the National Center for Educational Statistics were used to derive costs and benefits for school completion. Data for graduation differences between highly rated and low-rated CrossRoads programs were utilized to estimate cost factors for increased graduation rates.

2. *Reduced welfare*

   Comparisons were made between high- and low-rated CrossRoads programs in terms of follo-up data on welfare collection reporting.

3. *Increased employment*

   Comparisons were made between high- and low-rated CrossRoads programs in terms of follow-up data on employment reporting.

These factors listed were utilized to determine CBA effects. Costs determined from Georgia education and criminal justice databases and reports, national studies, and estimates from CrossRoads Evaluation efforts were utilized to provide cost benefit estimates. Insufficient data due to restrictions in data collection methodology precluded the inclusion of some of these factors.

Data Analysis Procedures

General Procedures

Data from the *Student Intake and Exit Forms*, the *Base School Staff Survey Forms*, and the *General Program Information Forms* were reviewed by MI staff, corrected as needed, and then scanned into database files. Responses to the *CrossRoads School Staff Survey Open-Ended Questions* were read by MI staff and coded into pre-determined categories (see Appendix C for a complete code listing). The coded responses were scanned and subjected to the same types of analyses as the multiple-choice items.

The data in all data sets were then cleaned (examined for errors and reasonableness). For example, in the Student Intake Forms, the 22 fields were hand-checked. Unreasonable data were treated as missing. Below are shown some of the details involved in checking the fields:

- There should be a unique *litho* code (a unique number for each individual form) for each record. Multiple codes indicate the same form was scanned twice.
- The type of school year should be "Q" (quarter) or "S" (semester).
- The month for the date of birth should range from 01 (January) through 12 (December).
- The year for the date of birth should range from 1976 to 1990 (at the most).
- The gender should be "F" (female) or "M" (male).
- The entry date should range from 8/1999 to 5/2000 (beginning to end of the evaluation data collection).
- The days absent should be less than the total days enrolled.

Other Intake fields, (such as race, grade level, disciplinary problem frequency, services provided, etc.) were checked similarly in each form.

After the data sets were cleaned, the analyses described below were conducted on each separate data set, and variables described in "Characteristics of Effective Schools" were formed. The data in the Student Intake and Exit Forms, Base School Staff Surveys, and CrossRoads School Staff Surveys were aggregated[1] according to the alternative education program (AEP) identification code and then merged according to the AEP code into one master file. The Program Profile data were assembled into cleaned files and merged with the data from all the sources described above.

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[1] aggregated: gathered together.

Information on recidivism was incorporated into the final report from the Intake/Exit Forms the first two years, and from the Intake/Exit Addendum Forms the final year. Analysis of open-ended questions is described in Section 2.1 under "CrossRoads School Staff Survey."

Descriptive vs. Inferential Data Analyses

The procedures used to analyze the various forms and surveys were descriptive in nature—means, counts, standard deviations, effect sizes, etc.—because the whole population was being analyzed, not a random sample from that population. The goal was not to draw inferences about a population based on a sample, but to describe as completely as possible two populations: the population of students who had been served by the AEP and the population of AEP schools that served those students.

The site visit data, Base School Staff Survey Forms, and interview data not only represented a sample of the larger population, but also served to explain and deepen understanding of the trends observed in the larger, more descriptive study. In addition, the site visit data and interview data, as well as open-ended questions, were the only possible source of information for answering evaluation questions concerned with "how" (for example, Question 6).

Intake and Exit Forms/Student Follow-up Data

The characteristics of the population of students served by the AEP and their placement at the end of the year were described and compared across years. This year, the results of long-term follow-up of a subset of students were included. This information served to describe the benefits of the AEP and how effective the AEP had been in addressing the issue of disruptive students.

Survey Analyses

The characteristics of the AEP sites have been extracted from the Program Profile forms, summarized as in previous years, and compared across years. Reliability and factor structure of the Base School and CrossRoads School Staff surveys were analyzed. Information on responses to specific questions were extracted to help answer the seven questions; specifically, the effectiveness of the AEP and various aspects of the program provided by those staffing the programs, and a subset of the base school staff that the programs served.

Interview and Focus Group Analyses

The analysis of the qualitative data was based on the methodology delineated by Ritchie and Spencer (1994). The method provided an analytical process model with several distinct yet interrelated stages of analysis. Patton (1990) described a similar analytic approach.

Qualitative data were obtained from focus groups and individual interviews collected from various base school and alternative school program parties, specifically program students and teachers, and both base school and program administrators.

Focus group and interview data were reviewed for commonalities among the answers to different items and questions. Each focus group and interview had notes taken by a second interviewer, and was audio-taped as backup for the notes. Common integrative and contrasting themes from the focus groups were identified and then compared in the context of different program characteristics and program designs. The data from each program were compared with the data from other programs identified as being similar on critical parameters. There were four general perspectives from which qualitative data were analyzed: Contextual, Diagnostic, Evaluative, and Strategic.

1. *Contextual*: Identify the form and nature of the programs.
   a. What are the dimensions of the attitudes and perceptions that are held by the various program participants?
   b. What has been the nature of people's experiences?
   c. What needs do the different groups in the study have and how well have they been met by the program?
   d. What seem to be the salient elements of the programs at the different sites?

2. *Diagnostic:* Examine the reasons for and causes of the different attitudes and perceptions of the programs.
   a. What factors seem to underlie particular attitudes or perceptions?
   b. Why were different decisions or actions taken or not taken?
   c. Why do particular needs arise?
   d. Why are different components of a program used or not used?

3. *Evaluative:* Appraise the effectiveness of the programs.
   a. How were different objectives of a program achieved or not achieved?
   b. What affected the successful or unsuccessful delivery of a program and its components?
   c. How do different experiences affect subsequent behavior?
   d. What barriers exist to successful program operation?

4. *Strategic:* Identify new theories, policies, plans, and actions.
   a. What types of services are required to meet the needs of the program? Of the various program parties?
   b. What actions are needed to make programs more effective?
   c. How can programs, program components, and delivery systems be improved?
   d. What strategies are required to overcome identified problems?

Analysis of qualitative data must be systematic and disciplined, but it is not mechanical. Although both qualitative and quantitative data analysis require careful and systematic design, qualitative analysis requires creative and conceptual ability from the evaluator to determine meaning, salience and interconnections from the data. Meaningful interpretation of qualitative data often requires both jumping ahead and returning to further develop earlier interpretations. Nevertheless, it is necessary to follow a well-defined procedure that has been well documented and thus accessible in order to be able to reconsider and rework ideas.

This established approach to qualitative data analysis for the program involves both systematic data collection and a systematic process of sifting, charting, and sorting material according to key issues and themes. There are five key stages to successful qualitative data analysis:

1. Familiarization with the data
2. Identifying the thematic framework
3. Indexing
4. Charting
5. Mapping and Interpretation

1. Familiarization with the data

Prior to beginning the process of sorting data, the evaluator had to become familiar with the range and diversity of the ideas and positions evidenced in the data, in order to gain a broad overview of the body of data collected. While the evaluator was also an integral part of the data collection team, it was imperative to set aside the necessarily narrow hypotheses generated for data collection and look for broader—and possibly different—meanings of the data. Familiarization required "immersion" in the data: listening to focus group and interview tapes, studying observational notes, and reading transcripts.

2. Identifying the thematic framework

During the familiarization stage the evaluator acquired an initial understanding of the data and began the process of abstraction and conceptualization. Notes on the range of responses to questions, on unanticipated responses, and on recurrent themes and issues were made. Once the selected material was reviewed, the notes were studied again to identify key issues, concepts, and themes which provided the structure—the thematic framework—with which the data were examined and referenced. When identifying and constructing the framework, the evaluator drew upon the *a priori*[2] issues as defined by the original seven research questions provided by the Department of Education, the emergent issues raised by the respondents, and analytical themes from the patterns of particular views and experiences evidenced by the respondents.

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[2] *a priori.* Proceding from a known or assumed cause to a necessarily related effect.

The first version of the framework—an index—was generally descriptive and rooted in the *a priori* issues. It was applied to a few transcripts at which time categories were refined and became more defined by emergent and analytical themes. These refinements attempted to encapsulate and reflect the range of themes, experience, attitudes, and circumstances reflected in the data.

Many of the index categories developed during this 'thematic identification' stage were similar to the initial evaluation questions, but new categories emerged from the data which could not be forced into these questions but were reflected in the analysis to enable sound policy.

3. Indexing

Indexing is the systematic application of the developed thematic framework to the data. This indexing was done with all the data from focus groups, interviews, and field notes. Applying an index was not routine. It involved making numerous judgements about the meaning and significance of each item of data, both as it stood in the context of the focus group and other data sources and in the context of the range of data. Single passages often reflected multiple themes and thus were referenced to each theme.

4. Charting

As a result of Indexing—the application of the thematic framework—the evaluator constructed a picture of the data as a whole by considering the range of constructs for each issue and theme. Data were taken from their original context and rearranged according to the appropriate thematic reference. Charts were constructed with headings and subheadings drawn from the thematic framework, from *a priori* questions, and other considerations that arose from the analysis itself.

5. Mapping and Interpretation

After the data were indexed and charted according to the thematic structure, the evaluator drew key characteristics from the data and maps and interpreted the data as a whole. At this stage the evaluator returned to the key objectives of the evaluation and outlined the analysis through the following steps:

1. Defined concepts and internal structures of the program.
2. Mapped the range, nature, and dynamics of the program.
3. Categorized the different attitudes and perspectives of the participants.
4. Identified associations between experiences and attitudes and perspectives.
5. Determined explanations for the findings.
6. Developed policy-relevant strategies for predicting program effectiveness of charts. and research notes for comparability.

This stage of analysis consisted of the review and contrast of the perceptions of the different participants, searching for patterns and connections among the data, and seeking explanations for the patterns and connections within the data. Unlike the analysis of survey data, this analysis was not a mechanical process. Each step required subjective interpretation. Constructing the overall picture was not simply a process of aggregating patterns but of weighing the salience[3] and dynamics of the issues, and searching for a structure rather than a multiplicity of evidence.

Steps at this stage of the analysis are as follows:

1. Define concepts

At this stage the evaluator systematically examined the charted material for key dimensions and themes. Elements emerged during the course of people describing such things as their programs, their students, the community in which the program exists, how things were before the program and how they are now, and how changes are perceived.

2. Map the range, nature and dynamics

A primary function of qualitative evaluation was to identify the form and nature of a previously undefined phenomenon, in this case, the various forms taken by the different alternative education programs. For example, in reviewing the charts referencing the different program components, the range of salient program characteristics (that may be different from those predefined by questionnaires) were identified.

3. Categorize the different attitudes and perspectives of the participants

Having identified key characteristics of the programs, it was necessary to undertake a multidimensional analysis, wherein two or more characteristics were linked at different points, resulting in a range of subtypes of characteristics, some of which were far more effective than others. For example, longer programs may appear more effective in reducing disruptive behavior than shorter programs, but only when there are sufficient support services in place to help the student when he or she is returned to the base school.

4. Identify associations between experiences, attitudes, and perspectives

In the process of indexing and charting qualitative data, certain patterning of responses became apparent. For example, people with certain characteristics (perhaps simply teachers versus administrators, or teachers within certain types of programs) may hold consistently different views associated with the program. It is at this stage that the evaluator systematically searched for associations between attitudes or perspectives either made explicit by respondents or made apparent by other connections. These kinds of differences helped explain variances as well as consistencies in findings.

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[3] salience. A pronounced feature or point; a highlight.

5. Determine explanations for the findings

In this stage explanations are sought. For example, reasons why beliefs about the success of a particular program on the part of one group are consistent or inconsistent with attitudes on the part of another group; or why beliefs are different from evidence from quantitative data. At this stage decisions were made about inconsistencies among the different data sources. Such strategies may or may not be supported by quantitative data, and if not, these variances must be defined and explained.

6. Develop policy relevant strategies for predicting program effectiveness

Finally, it was determined whether the data indicated clear policy strategies, such as how to define regulations for future programs characteristics, whether to require certain kinds of training for program operators, or whether to change existing regulations.

This methodology provided a solid framework for the analysis and reporting of the AEP qualitative data in these areas:

- how the program affected all of the persons involved;
- why the program affected different types of persons differently;
- how well the program met the two purposes for the program; and
- how well the program served the state in terms of answers to the original seven questions posed by the Board and Department of Education.

Program Effectiveness

Program effectiveness was evaluated using a comparative methodology that ranked programs relative to each other based on performance data. In order to characterize effective CrossRoads programs, the word "effective" was defined in relative terms. An "effective" program was defined here as a program in which the students' negative outcomes were minimized, rate of absenteeism improved, students' attitudes and behavior improved, and students improved academically. Although there are disadvantages in using any one of these variables alone as an indicator of an effective program, it can be argued that a program that performs well with regard to all of these indicators is effective.

Data from student intake and exit forms and staff surveys were aggregated to yield five dependent variables: negative outcomes, behavioral outcomes, attitudinal outcomes, absenteeism, and academic achievement, defined below. Each site received a score on each of these variables that consisted of the mean score on all items pertaining to each variable.

Sites ranked in the bottom half on each of the five variables formed Group 1 (least effective). Sites ranked in the top half on only one of the five variables formed Group 2. Sites ranked in the top half on two of the five variables formed Group 3. Sites ranked in the top half on three of the five variables formed Group 4. Sites ranked in the top half on four of the five variables formed Group 5. Sites ranked in the top half of all five variables formed Group 6 (most effective). Effectiveness was thus developed as an ordinal variable (1-6) that summarized five other ordinal variables. This method rated programs on the basis of consistency of performance, such that they were at least above average in all areas.

Dependent Variables

The five variables created to reflect program effectiveness are described below:

- *Negative Outcomes:* The percentage of negative outcomes for a program. This number was calculated by determining the total percentage of students whose reason for exit was any of the following: removed for lack of attendance, expelled, DCYS placement, dropout, or adult jail.
- *Behavioral Outcomes:* The evaluation of behavioral outcomes was derived from the AEP staff survey.
- *Attitudinal Outcomes:* The evaluation of student beliefs was derived from the AEP staff survey.
- *Absenteeism:* The difference between the percentage of days absent in the program and the percentage of days absent in the grading period before entering was calculated.

- *Academic achievement:* The difference between the percentage of courses passed before entering the program and the percentage of courses passed during the program was calculated.

Independent Variables

The independent variables were the characteristics of the schools derived from the program profile forms. These forms were designed to access information that has been shown in the literature to influence student outcomes. Independent variables were correlated with each of the dependent variables described above to ascertain the characteristics most closely associated with success on any one of the dependent variables.

The programs were classified into six categories.

- Group 1 consisted of those programs whose scores on all of the dependent variables were in the lower 50 percent of programs.
- Group 2 consisted of those programs whose scores on four independent variables were in the lower 50 percent of programs.
- Group 3 consisted of those programs whose scores on three independent variables were in the lower 50 percent.
- Group 4 consisted of those programs whose scores on two independent variables were in the lower 50 percent.
- Group 5 consisted of those programs whose scores on only one of the independent variables were in the lower 50 percent.
- Group 6 consisted of the most successful programs. Their scores on all of the independent variables were in the top 50 percent.

The average values of various independent variables for Groups 1 through 6 were tabulated. In order to judge the differences in means shown there, effect sizes were calculated. The effect size was the difference between the lowest group, Group 1, and the highest group, Group 6, divided by the pooled standard deviation of the two groups.

In other words, the effect size represented the difference between Group 1 and Group 6 in terms of standard deviations; thus, the effect size compensated for variations in the measure of the different independent variables. An effect size of 0.2 was considered small, 0.5 was considered medium, and 0.8 was considered large. A negative effect size indicated that Group 6 was lower than Group 1 on that variable.

In the following chapter, findings of the three-year evaluation of Georgia's CrossRoads Alternative Education Program are provided, organized by the seven original evaluation questions.

Chapter 3
Findings

Overview

The previous chapter described the data collection and analysis methods used by Measurement Incorporated to answer the seven questions posed at the outset of the evaluation. This chapter presents the results of those data collection and analysis efforts, organized by question. Each question serves as the central focus of one section of this chapter. Chapter 4 presents conclusions and recommendations based on the findings presented in this chapter. A careful reading of this chapter may therefore be a useful precursor to an examination of the conclusions and recommendations presented in Chapter 4.

The seven questions are listed below.

1. Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger Community?
2. What are characteristics of effective models used by CrossRoads programs?
3. What are the benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, dropout rate, promotion rate, recidivism, juvenile justice infractions, employability, participation in post-secondary programs, and/or completion of GEDs?
4. What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and Community?
5. What are the unintended effects of the CrossRoads program?
6. How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?
7. To what extent are chronically disruptive, committed, and/or non-attending students not being served by the CrossRoads programs?

Table 3.0.01 summarizes the data sources associated with the questions, with three variances as shown in the table:

1. Three sites did not respond to the *General Program Information* (GPI) questionnaire during the 1999-2000 school year, so data from 1998-1999 GPI were used for these three sites
2. Data from the *Base School Staff Survey* for 1997-1998 were unavailable from the 1997-1998 evaluation contractor.
3. The *Student Follow-Up Survey* did not begin until the 1998-1999 school year.

Table 3.0.01
Summary of Data Collection Instruments

Data Collection Instrument	Data Source	Data Evaluation Focus (Questions 1-7)	Number Collected 1998	1999	2000
General Program Information Questionnaire (Program Profile)	Program Admin.	1, 2, 4, 6	132	132	129
Student Intake and Exit Information Form	Students	1, 2, 3, 4, 5, 6, 7	14,753	14,687	14,475
CrossRoads School Staff Survey Questionnaire	All Staff	1, 2, 3, 5, 6, 7	726	1,726	848
Base (referring) School Staff Survey Questionnaire	Teachers, Counselors	2, 3, 5, 6, 7	2	1,032	988
Student Follow-up Report Form	Former Students	1, 3, 4, 7	3	2,580	6,278
Student Focus Group Introduction and Protocol	Students (8th/11th)	1, 2, 3, 5, 6, 7	16	36	34
Teacher Focus Groups Introduction and Protocol	Teachers, Counselors	1, 2, 3, 5, 6, 7	16	36	34
CrossRoads Program Administrator Interview Protocol	Program Admin.	1, 2, 3, 5, 6, 7	16	36	34
Base (referring) School Administrator Interview Protocol	School Admin.	1, 2, 3, 5, 6, 7	16	36	34

The type of source information retrieved is shown below:

- Program Characteristics, derived from the *General Program Information Forms*, identify the demographic data of the 132 program sites. These data were provided by the directors of the CrossRoads schools, and include information about enrollment, location, scheduling characteristics, instructional characteristics, services provided, staff, technology, transition characteristics, Community Collaboratives, and participation by parents and students.

- Staff Surveys involved teachers, counselors, and administrators from base schools, who completed the *Base School Staff Survey*; and teachers, teacher-aides, counselors, and administrators from the CrossRoads schools, who completed the *CrossRoads School Staff Survey*. The base-school staff evaluated the efficacy of the CrossRoads program that served their school, and the school's interaction with that program. The CrossRoads staff provided information about professional experience, instructional characteristics, and the efficacy of the CrossRoads programs.

- Student Information that was compiled from the *Student Intake and Exit Forms*, addressed the demographics of the students by ethnicity, gender, age, and grade level; by the reasons for entry and exit; and by recidivism and outcomes.

- Site-Visit Results identified characteristics or practices which appear to be related to the effectiveness of alternative school programs; impediments to program success; and addressed six of the seven questions, identified in Chapter 1, which were posed by the Georgia Department of Education. These data were from on-site visits, through individual interviews with the CrossRoads Program Directors and base-school administrators, through student focus groups, and teacher/counselor focus groups.
- Factors Associated with Program Effectiveness addressed the question, "What are the characteristics of effective models used by CrossRoads programs?" The word "effective" is defined through four identified variables, and effective program models are characterized.
- Cost-Benefit Analysis described the measurable benefits to base schools and to the CrossRoads students in terms of costs and projected savings, as well as increasing the chances for completing school and greater earning power in the future.

Cost-Benefit Results

Benefits may be viewed from the point of view of the base school and the Alternative Education Program (AEP) student. In both cases, there are measurable benefits that far outweigh the costs of the AEP. The procedures and benefits are spelled out in this section.

Costs

1. *State Costs.* The state had provided $15,000,000 per year during the term of the study. In the final year of the study this is equivalent to $1017 per student served.

2. *Local Cost of AEP above regular school.* Each program in the study was asked to provide local budget contributions to the operation of the AEPs. The average local contribution was $202,136 per program, which is probably an overestimate because multiple-district programs were over-sampled. The average contribution per district—a more accurate estimate of local contribution—was reportedly $129,574.

   During the study, 170 districts participated in funding the 132 operating program sites. The local contribution was estimated to be $22,027,580 per year, or $1,493 per child served in 1998. This figure includes federal, state and local funds exclusive of state alternative school funds. The National Council on Educational Services (NCES, 1998) reported that the contribution to schooling strictly from local funds was 42.9%. It is estimated that the average cost per student from local resources is $640. The total net local contribution, above regular education costs, was estimated to be $9,441,920 per year in 1998 (in 1998 dollars).

3. *Total cost for alternative school education per student.* For reference purposes, NCES reports that the *average* Georgia total cost of educating a student was $5,911 in constant 1998 dollars. This average does not exclude state contributions to local education nor local expenditures for special programs. It does not include costs of operating state offices.

   It is estimated that the additional cost of providing education to a student in AEP is $1,657 above the cost of regular education.

Benefits to Base Schools

Benefits to base schools include reduction in time lost due to disruptions while AEP students are away, removal of leaders or focal points of further disruption, instructional time gained, and reduction in time lost due to disruptions after AEP students return. These benefits are described in some detail below.

1. *Reduction in time lost due to disruptions.* Most regular school administrators reported that "ten minutes" was the average time teachers lost during a typical class disruption. Teachers in some schools needed significantly more time than ten minutes, by the time they completed extensive paperwork, took a child to the office, testified concerning the child's transgression, argued the case, returned the length of the school building, and then re-exerted control over their class. Others needed simply to tell the student to take a note to the office.

   While the study did not undertake focus groups with regular school teachers, a number of impromptu discussions with teachers confirmed that "about ten minutes" was the norm, but that some schools took the approach "innocent until proven guilty" and others simply trusted the teacher to be a professional whose duties lay with the students who wanted to learn. In the worst cases, thirty minutes was more the norm, while in the briefest cases, experienced teachers needed little more than a minute to send a student to the office if necessary. More experienced teachers were far more adept at maintaining control of their classrooms. One administrator reported a range of zero to 72 referrals among teachers in one semester.

   This does *not* include the time normally taken by a teacher during the regular class period for class management under normal circumstances which do not lead to office referrals, which a number of experienced teachers estimated to be 20 percent of their time.

   The range of estimates was from one to thirty minutes per disruption requiring an office referral. The median estimate was ten minutes.

   When asked how much capacity they wished the alternative school system had, most regular school administrators responded that at least 5 percent of their population would be better served if the capacity were available.

2. *Removal of "leaders."* The removal of the leaders of disruption was noted to be of significant value to schools, although it was difficult for administrators to estimate the instructional time saved by having the AEP available for these students. It was also very difficult for administrators to estimate the time savings difference between traditional methods, such as ISS and out-of-school suspension (OSS), and AEP. The ISS provides a brief respite for the teacher and typically continues to provide some form of learning environment for the student. OSS by definition completely removes the student from the learning environment. Administrators were pleased to have the AEP option for these students so that teachers could "get on with the business of teaching" while providing the disruptive child an opportunity for a different and positive experience.

   Teachers in several cases referred to serious behavior problem students as the "poisonous" ones. They were not necessarily leaders, but were able to influence other students so that disruption of class time was far more difficult to manage. The normal non-instructional time devoted to classroom management was 20 percent, and it was estimated that these students increased that time at least by half, causing an additional 10 percent loss of instructional time over the course of a semester.

A 10 percent increase in instructional time may be a serious underestimate of loss; several teachers noted that a highly troubled youth could "virtually destroy" a semester in class. Nevertheless, this analysis utilized this apparently conservative figure.

These students may have been labeled "disruptive" or "aggressive" in the study lexicon. The estimate of the percentage of these students who were "leaders" or "poisonous" was problematic, but typically reported to be ten percent of that population. In 1998, the percentage of disruptive or aggressive students totaled 55.9 percent of the alternative school enrollment; it is estimated that 5.6 percent of the disruptive or aggressive alternative school population was of this category.

3. *Instructional time gained by removal of disruptive or aggressive students*. In 1998, 8,056 students were sent to the office at least once in the grading period prior to entry into the alternative school. Student data indicate whether a student was sent 1, 2, 3, 4, or 5 *or more* times. Administrators noted that a student typically was sent to the office 7 times prior to being sent to the alternative school, so the "5 or more" category represents a significant number of students who were actually sent many more than 5 times. However, for purposes of this analysis this category will be counted as "5." Using this approach, and assuming that 100 percent of the referrals caused classroom loss of instruction, these 8,056 students were sent to the office a total of 27,228 times. If ten minutes per disruption is the norm, then 272,280 minutes, or 4,538 hours of instructional time were lost from regular instruction in the semester prior to students' entry into the alternative school.

ISS and OSS actions each could be considered to be the result of disruption or aggression causing loss of instructional time over and above office referrals, although there is likely some overlap. If each of these disciplinary actions occurred for the 55.9 percent of the students who were sent to alternative school for disruption or aggression, then 4,512 students received ISS 13,946 times, and 4,280 students received OSS 11,658 times. If each of these events resulted in ten minutes of classroom disruption, then these events resulted in the loss of another 256,040 minutes or 4,267 hours of instructional time.

The average Georgia teacher salary in 1998, as reported by the National Center for Educational Statistics, was $35,549. The national average overhead figure for instruction reported by NCES in 1998 was 26.9 percent. Therefore, the total teacher cost per year is $45,112.

Assuming the instructional day includes seven periods at 50 minutes each, and two of those periods are devoted to planning and other assigned duties, there are five periods, or 250 minutes of class time per day, for a total of 45,000 minutes of class contact per year per teacher during the 180 day school year. Block scheduling times are very similar, so for the purposes of this analysis block scheduling is not differentiated. If 80 percent of that time is given to actual instruction during a class period, then there are 200 minutes of instructional time per day. In 180 days, there are 36,000 minutes of instruction; a minute of instructional time therefore costs $1.253. An hour costs $75.19.

The total number of hours of lost instruction from alternative school students per year prior to removal is 8,805. The benefit of instructional time gained solely by removal of students to alternative school is thus $662,048.

The "leader" disrupters are the cause of an additional loss of 10 percent of instructional time during the classroom day. Removal of these students, estimated to be 5.6 percent of the total 1998 alternative school enrollment of 14,753, or 826 students, saves an additional 6300 minutes of instruction per year per student removal, or 5,203,800 minutes or 86,730 hours per year. The total value of this savings is $6,521,229. The total amount of benefit from removing students from the regular school classroom is thus estimated at $7,183,277.

4. *Instructional time gained by improvement in the behavior of students returning from the alternative schools.* One of the more promising differences between the high-rated and low-rated samples was in terms of the reported decreased disruption from students being returned to the regular school. The average percentage of students returning from high-rated programs causing any disruption was 31.4 percent, while the percentage of students returning from low-rated programs was 38.7 percent. The larger difference, however, is in the reduced rate of disruption. Considering all students, the rate of disruptions per student was only 1.68 disruptions per semester for high-rated programs, versus 2.47 disruptions per student for the low-rated programs. The students from low-rated programs caused 147 percent more disruptions per semester.

Just over half (50.9 percent) of the students from high-rated programs returned to a regular school at some point during the two years of the follow-up. If that many returned to the regular school statewide in that time, there would be a total reduction from 18,548 to 12,615 or 5,933 disruptions per semester, or 11,866 disruptions per year. Each disruption costs $12.53 in instructional time. At this previously calculated teacher instruction cost per, this reduction in disruption of returning students results in a benefit of $148,681 per annum.

The total benefit to base schools, calculated by combining the benefits obtained during the removal of the AEP students and after their return, is $7,331,958 per year, under the current 2.5 percent funding formula.

Benefits to AEP Students

Benefits to AEP students include both short-term and long-term benefits. The primary short-term benefits are increased likelihood of graduation or completion of a GED certificate. The primary long-term benefits are reduced welfare and unemployment, increased employment, and increased lifetime earning potential. These benefits are described below.

1. *Reduced dropout rates and increased graduation rates.* Data show that during the two years of follow-up of the 934 students from highly rated alternative schools, 114, or 12.4 percent of those students graduated. Another 42, or 4.5 percent received GEDs. Most of the students in the sample, of course, were younger, and the bulk of them had other positive outcomes such as still being enrolled in alternative school or returning to regular school. There were 260 students in the sample classified as in grades 10, 11, and 12. If these students were all capable of graduating in the two years of the follow-up, this would realize a graduation rate, including GEDs, of 60 percent of those students who had been formerly considered a loss to the educational system. 43.8 percent received a high school diploma and 16.2 percent received a GED.

2. *Reduced welfare and unemployment.* Unemployment distribution was virtually nonexistent for either sample, at 0.9 percent for the high rated schools and 0.6 percent for the low. Projections would not be meaningful for these students, whose average age the end of the study was 18.1 for the high-rated program sample and 17.1 for the low sample.

3. *Increased employment.* A higher rate of employment was observed for the high-rated program sample. The rate of any employment during the two years was 29.2 percent for that sample and 15.4 percent for the low sample. The difference between full-time and part-time employment was similar: The full-time rates for the two samples were 19.7 percent and 11 percent, respectively, and the part-time rates were 10.4 percent and 3.3 percent, respectively. Much of this difference might be explained by the difference in age, in that the high-rated sample was one year older. The high sample also indicates a higher proportion of females working: 33.3 percent versus 11 percent. The proportion of high school or GED graduates in the high sample was 12.4 percent, and that of non-graduates was 16.8 percent. The proportion of graduates in the low sample was 7.3 percent, and that of non-graduates was 8.1 percent.

The lifetime earnings expectation from individuals can be estimated from the 1998 Annual Demographic Survey joint project between the Bureau of Labor Statistics and the Bureau of the Census. There are significant income discrepancies between not only males and females but among ethnic groups.

These data show that in 1998 the average annual income for white males ages 18-24 who failed to graduate from high school but had at least a 9th grade education was $9,464. For white females, that income is $5,774. For black males, it was $5,923, and for black females, it was $5,568. The average income for those receiving a high school diploma or GED increases to $17,313 for white males, $11,200 for white females, $12,044 for black males and 9,560 for black females.

All of these figures are substantially higher for average earnings ages 18-65 if lifetime earnings were to be projected here; however, such projections are tenuous. Instead, this report will use these one year earnings potentials for the AEP using the young adult data (ages 18-24).

From this set of data, projecting that the alternative schools can cause 60 percent to graduate with a diploma or GED that would otherwise not complete a high school education, and assuming that the proportion of blacks to whites and males to females remains the same, then there would be an increase of 2,328 white male, 3,531 black male, 902 white female and 1,351 black female high school or GED graduates per year that would otherwise be members of Georgia's high school dropout population.

The earnings difference per year resulting from the impact of the AEP is $18,272,472 for white male graduates, $21,613,251 for black male graduates, $4,894,252 for white female graduates and $5,393,192 for black female graduates. Projections are not made for small minority students, who comprise 3.6 percent of the AEP population.

Because samples are small and disaggregation may result in higher estimate errors, employment differences were calculated only on differences in employment between graduates/GED and non-graduates in the two samples. U.S. Census data are provided for all part-time and full-time employed individuals averaged across all levels of education, work experience, ethnic background and gender.

These data show that the income for all individuals without a diploma or GED ages 18-24 in 1998 dollars is $7,676, and that for individuals with a diploma or GED is $13,948. There were 5.1 percent more graduates and 8.7 percent more non-graduates employed in the high sample than in the low sample. For *each* year the state alternative schools are in operation, if all are operated on average as well as the better alternative schools, the state of Georgia will realize a $50,173,167 return on its investment in *each* of the first years subsequent to the graduation of AEP students.

These results are summarized in Table 3.1.01

Table3.1.01
Annual Earnings Increases Due to Alternative Education Programs

Race	Income by Gender		Annual Benefit to State	
White	Male	Female	Male (n=2,328)	Female (n=902)
Non-Graduate	$9,464	$5,774		
Graduate	$17,313	$11,200		
Difference	$7,849	$5,426	$18,272,472	$4,894,252
Black	Male	Female	Male (n=3,531)	Female (n=1,351)
Non-Graduate	$5,923	$5,568		
Graduate	$12,044	$9,560		
Difference	$6,121	$3,992	$21,613,251	$5,393,192
Net Increase				$50,173,167

While the proportion of working graduates versus non-graduates may change over time, the benefit of increased employment due to the impact of alternative schools, generalized from the sample to the 2000 alternative school enrollment of 15,474, is calculated to be a total of $11,007,399 for graduates and $10,333,723 for non-graduates for a total of $21,341,122 per annum in income added to the Georgia communities operating these programs. The difference in employment rate is confounded with the increases in graduation rate as a function of the alternative school effect and is therefore not included in the overall benefit calculations. Nevertheless, the difference in income added to communities is a benefit realized each year the program operates.

Summary

The total net per annum cost of investment in AEP by the state is estimated at $15,000,000, and $9,441,920 for local education agencies. The total annual state and local investment is thus $24,441,920.

The total per annum return on investment to the state is:

- $662,048 in instructional time from the immediate reduction in disruptions
- $6,521,229 in instructional time for removal of disruptive leaders
- $148,681 in reduced disruption from AEP students returning to the regular school
- $50,173,167 in annual individual income realized from increased graduation rates

The gross return to Georgia for each year of AEP operation is $57,505,125.

The net return to Georgia for each year of AEP operation is $33,063,205. This net return includes *only* the first year of increased personal income resulting from increased graduations rates resulting from the operation of successful AEPs. The actual net return to Georgia if lifetime income increases due to increased graduation rates were projected would be far greater.

The dollar value of the savings in direct instructional costs is minimal compared to the increased AEP students' earning potential, however, the ultimate value of the increased quality of instruction to students in the regular classroom was not estimated.

The Georgia alternative education program yields annual benefits that significantly surpass its annual costs. Benefits to base schools have been calculated to be over six million dollars per year in the value of increased instructional time due to the removal of AEP students. So why not just remove these students permanently from the classroom? This move could capture the same six million dollars with no expenditure for alternative programs. The answer lies in the benefits to the AEP students themselves and to their communities.

Section 3.2: Evaluation Question 1

Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger Community?

The programs are generally effective in helping those students for whom they were originally intended. It should be noted in passing that the programs also serve other students who were not specifically included in the original charge. Specifically, while fully 70 percent of the nearly 50,000 students served over a three-year period were admitted into the program for being chronically disruptive (or engaging in illegal behavior, or acting aggressively, or returned by the Department of Juvenile Justice (DJJ) or the Department of Children and Youth Services (DCYS), another 14 percent entered the program as a dropout or truancy recovery measure, and 16 percent entered for other reasons. Thus, although we have examined effectiveness for the more narrowly defined target population of chronically disruptive, we have also sought to examine effectiveness for the total student population of CrossRoads.

Program effectiveness has been operationally defined in terms of positive outcomes for CrossRoads students. These outcomes would include successful transition back to the base school, graduation from high school or completion of GED requirements, transfer to a postsecondary school, or similar outcomes. Over the three years we examined program effectiveness, we noted that 70 percent of CrossRoads students either returned to the base school classroom, remained in the CrossRoads program, or otherwise had a positive program outcome (e.g., graduation, completion of a GED certificate, entry into the Job Corps program, or entry into postsecondary education). Only about 22 percent of student outcomes could be considered negative, e.g., expulsion, dropping out, incarceration. Another 8 percent exited for other or unknown reasons. Figure 3.2.01 provides a more detailed depiction of the status of CrossRoads students after one year in the program.

We can answer the first part of the question, "Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger Community?" in the affirmative. CrossRoads does provide a positive experience for most of its students. But how do those students who return to the base school perform, and how are they perceived? Surveys of base school teachers revealed that the vast majority found the returning CrossRoads students better equipped to respond positively to classroom instruction. Over three years, 2,020 base school staff responded to questions about returning students' behavior and attitudes. On a scale of 1-5, with 5 representing outstanding performance or attitude, the base school teachers gave returning CrossRoads students a rating of 3.12 on behavior and 2.94 on attitude.

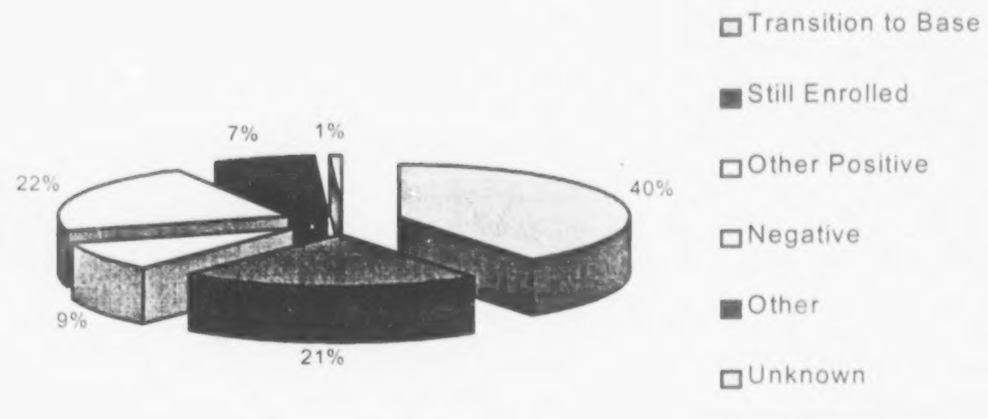


Figure 3.2.01. Reasons for exit

Table 3.2.01 shows the results for these two outcomes, as well as for four other outcomes. Scores ranged from a low of 2.94 (student attitudes and beliefs) to 3.98 (CrossRoads value). All outcomes shown in Table 3.1.01 are defined in Appendix A by the survey questions that contributed to them.

Table 3.2.01
Summary of Analysis of the Base School Staff Surveys

Variable	1999		2000	
	Mean	SD	Mean	SD
CR Value (6 questions)	3.98	.75	3.90	.82
Safety (4 questions)	3.45	1.04	3.45	1.10
Attitudes in Base School (4 questions)	3.33	.65	3.23	1.10
Transition Support (7 questions)	3.19	.69	3.16	.89
Student Outcomes – Behavior (13 questions)	3.12	.73	3.04	.92
Student Outcomes – Beliefs (9 questions)	2.94	.69	2.91	.80

Except for student outcomes and beliefs, all mean scores for 1999 and 2000 indicated more positive than negative response from base school staff. It should be noted that this outcome does not refer to students having bad attitudes about school, which may be manifested in undesirable behavior. Instead, this outcome is a composite measure of students' attitudes about their ability to succeed in school, which presents problems of its own, but not necessarily for the school, the teachers, or other students. Specifically, this outcome was defined by the following nine statements on the Base School Staff Survey:

Students returning from CrossRoads...

- Believe that they have control over their successes and failures.
- Believe they can control their own lives and destiny.
- Attribute success to effort, caring, trying hard, and studying.
- Take responsibility for their actions.
- Are optimistic about their future.
- Can articulate clear, realistic, long-range goals and wishes.
- Have realistic plans to achieve their goals.
- Cope well with stress.
- Are self reliant.

Thus, it can be concluded that students typically returned to base schools with many of the insecurities and problems they had when they left. These problems tend to be associated with a generally poor self image and lack of focus.

Base school staff responded most positively to questions involving the value of CrossRoads and the increase in safety that results in the regular school. Fifty-seven percent of respondents said that CrossRoads "has made my school safer" and 54 percent said the availability of CrossRoads "has resulted in an atmosphere in my school that is more conducive to learning." Seventy percent said CrossRoads should be expanded to serve a larger number of disruptive students. On the other hand, the base school staff's most unfavorable responses were with regard to CrossRoads students' beliefs and attitudes.

An "effective" program may be further and more specifically characterized as a program in which the students' negative outcomes are minimized, rate of absenteeism improves, students' attitudes and behavior improve, and students improve academically. Although there are certainly disadvantages in using any one of these variables alone as an indicator of an effective program, it can be argued that a program that appears to be above average on all these indicators is certainly effective.

Four variables were derived from survey questions to reflect CrossRoads program effectiveness:

- *Negative Outcomes*: The percentage of negative outcomes for a CrossRoads program. This number was calculated by determining the percentage of students (for whom exit forms were obtained) whose reason for exit was any of the following: removed for lack of attendance, expelled, DCYS placement, dropout, or adult jail As shown in Figure 3.2.01, 22 percent of outcomes for CrossRoads students were negative.

- *Behavioral Outcomes*: The evaluation of behavioral outcomes derived from the CrossRoads staff survey as described in section 3.2. On a scale of 1 to 5 these values ranged from 2.64 to 4.73 with a mean of 3.66 (SD=.41, N=114). Last year, the same measure ranged from 1.55 to 4.61 with a mean of 3.66 (SD=.44, N=119).

- *Attitudinal Outcomes*: The evaluation of student beliefs derived from the CrossRoads staff survey as described in section 3.2. On a scale of 1 to 5 these values ranged from 2.30 to 4.22 with a mean of 3.25 (SD=.44, N=114). Last year, the same measure ranged from 1.61 to 4.08 with a mean of 3.21 (SD=.48, N=119).

- *Absenteeism*: The difference between the percentage of days absent in the CrossRoads program and the percentage of days absent in the grading period before entering CrossRoads. The data were obtained from the student data described in section 3.3. These differences were calculated so that a positive value represented a higher rate of absenteeism in the base school and thus a decrease in absenteeism in the CrossRoads program, while a negative value represented a higher rate of absenteeism in the CrossRoads program. Overall, there was no measurable difference in student absenteeism before and after CrossRoads intervention.

- *Academic Improvement*: The difference between the percentage of courses passing in the Crossroads program and the percentage of courses passing in the grading period before entering CrossRoads. The data were obtained from the student intake and exit forms. These differences were calculated so that a positive value represented a higher rate of passing in the CrossRoads program, while a negative value represented a higher rate of passing in the grading period before entering CrossRoads. The differences ranged from –100 to 50.45 with a mean of 11.09 (SD=16.96, N=126), indicating a modest improvement in academic performance.

Site Visit Findings

Visits to program sites around the state revealed that programs do yield positive effects if the resources are available to the program so that the requisite instruction, emotional support, and discipline can be provided for the students.

Many alternative school administrators and teachers, as well as base school administrators, argued that the primary objective of the state funded alternative schools ought be to provide students with the skills and emotional resources to be productive citizens subsequent to leaving school, rather than simply the return of students to the base school. Success should not be measured by whether students could be made to survive traditional schooling but by whether they become successful citizens. They argued that the focus in the alternative schools was too much defined by successful return to high school and not enough on producing successful citizens.

To that end, most programs mentioned the need to provide career education opportunities, and many tried to provide at least some exposure. A few programs had managed to develop some hands-on instruction and job-shadowing opportunities. One evening program had complete access to the high school vocational equipment, one day program had coordinated with the technical school behind which it sat in trailers to provide instruction in the early morning before the regular technical school classes started. One day program, through its own efforts, had developed extensive wood shop facilities.

Individual and Group Differences in Effectiveness

CrossRoads programs were more successful for some students than for others. Table 3.2.02 shows the various program outcomes for students entering for various reasons. The percentages of students within each category "reason for entry", who were moved to the regular school, were still enrolled in CrossRoads at the end of the year, had a positive reason for leaving the system (transferred to GED, high school diploma, GED, job placement, job corps, or technical school), or left the system for negative reasons (removed for lack of attendance, expelled, DJJ/DCYS placement, dropped out, or adult jail) reveal a pattern that favored students entering for traditional reasons over those entering for other reasons.

Table 3.2.02
Percent of Students With Positive Outcomes Based on Entry Reason and Exit Destination

Time Period	Reason for Entry								
	Disruptive or Rebellious	Aggressive Behavior	Illegal Acts	Truancy	Dropout	Preg-nancy	DJJ/ DCYS	Special Ed	Other
	Transition to Base School								
FY1998	41.7	47.4	50.9	33.7	13.8	25.9	37.4	61.1	28.4
FY1999	40.1	43.2	54.3	25.7	10.8	22.5	39.4	50.6	35.1
FY2000	45.7	51.5	53.5	25.8	8.3	20.3	39.2	50.8	34.5
	Still Enrolled in CrossRoads at End of Year								
FY1998	22.5	18.3	19.5	23.9	18.5	23.6	15.5	19.0	29.1
FY1999	21.6	21.7	18.5	17.2	19.5	15.3	13.8	15.4	17.9
FY2000	23.7	19.4	20.3	23.6	30.7	25.8	14.0	19.5	26.2
	Other Positive Outcomes for Students Leaving the System								
FY1998	6.2	7.5	5.6	12.0	29.1	17.0	7.9	4.8	18.4
FY1999	6.6	5.6	6.3	28.0	28.0	24.0	6.6	3.7	18.6
FY2000	4.9	5.8	7.1	8.3	15.9	15.6	6.5	4.4	15.1
	Negative Outcomes								
FY1998	24.1	23.1	20.2	23.2	29.4	17.8	34.5	11.6	18.0
FY1999	23.0	21.7	15.1	30.0	35.5	19.9	32.8	17.4	15.6
FY2000	17.2	17.1	13.5	13.5	39.0	18.0	28.8	13.4	12.9

The percentages for each year are shown so that comparisons may be made across years. Negative outcomes decreased from 24.1 percent of students who were admitted for disruptive or rebellious behavior in FY98 to 17.2 percent in FY2000. Negative outcomes also decreased for students who were admitted for aggression, illegal behavior, truancy, and DJJ/DCYS. Negative outcomes increased steadily over the three years for students admitted for dropout recovery. Taken at face value, these results would indicate that CrossRoads programs have generally been more effective for disruptive students and less effective for students admitted for reasons other than those stated in the enabling legislation.

Summary

CrossRoads has met its mandate to help children and youth become successful students and good citizens in the school and larger community. Improvement in behavior (if not academic performance) in base schools after CrossRoads intervention has been noted by base school staff and documented during site visits.

Section 3.3: Evaluation Question 2

What are characteristics of effective models used by CrossRoads programs?

As noted at the beginning of this chapter, there were several different types of programs serving a variety of types of students who varied by age, ethnicity, gender, and reasons for entering the program. We therefore urge caution in interpreting anything in this section as prescriptive for all programs for all students. Rather, the findings in this section are typically presented in terms of match of program type to student type. That is, in addition to addressing the characteristics of a "successful" program, we also address the issue of characteristics of programs that are successful for particular types of students.

Overview

Programs were judged effective in terms of average change in student, percentage of negative outcomes, and evaluation of student behavior and student attitudes by CrossRoads teachers and staff. Individual programs tended to be successful to the extent that the following characteristics were in evidence:

1. Strong central administrative support
2. Strong and consistent internal leadership
3. Low staff turnover
4. Optimal student-teacher ratio, use of paraprofessionals
5. Teachers and staff as adult role models
6. Strong coordination with community businesses and service agencies
7. Early intervention
8. Development of social skills/character education
9. High behavioral standards
10. Consistent positive behavior management system
11. Individualized competency-based instruction and 'seat time' waivers
12. Focus on academic progress as well as attendance
13. Focus on reading instruction
14. Frequent physical activity for students
15. Public service activity for students

16. Special education provided on-site if special education staff services are available
17. Program integrity intact, even when meeting individual need of students with disabilities
18. Social work and mental health services
19. Provision of childcare and parenting education
20. Efficient program operations and student management
21. Flexible duration of enrollment to address needs of students
22. Transition of students during and follow-up after return to regular school
23. Judicious use of GED program for older students who have few credits

Findings from Site Visits and Surveys

Much of what we learned about program effectiveness we learned through on-site observation and direct interaction with program and base school staff and administrators. These findings are presented below in the same order that they were listed above. In many instances, direct quotes from local CrossRoads program or base school staff are added for emphasis or clarity.

1. *Strong central administrative support.* It is perhaps no more than common sense, but support from the district principals, superintendent and school board was important to the successful operation of programs. Over the three years of visits, more than one program was observed to deteriorate to virtual destruction when a new superintendent was hired, or a school board changed membership. Alternative school programs are fragile entities.

2. *Strong and consistent internal leadership.* Again, in common sense, when the program administrator was kind and caring yet consistent and strong, programs almost invariably were models of strong programs. Over the three years of visits, several changes in leadership pointed out strength in leadership as a key factor. In several cases programs were observed to virtually disintegrate when a weak or harsh leader was hired. In other cases programs continued successfully when a leader was carefully chosen.

   In at least one case, laudably strong teaching staff carried a program for several years, even though a supportive but weak leader was hired. At the end of the final year the staff that had held the program together noted that they were leaving; it is unlikely that the effectiveness of the program will be maintained. AEP staff surveys support the necessity of strong leadership. Program staff in most programs agreed strongly that their leader was very supportive. At the same time, in the FY2000 survey open-ended items, over 13 percent of those responding stated that one of the things they needed most to do their job better was additional administrative support.

3. *Low staff turnover.* Poor programs had great difficulty in holding on to staff. In some cases programs had seen a new administrator each year of the visits, and teaching staff were usually different. The best of the programs were fortunate to have kept their leadership and virtually all of their staff from the beginnings of the program.

4. *Student/teacher ratio and use of paraprofessionals.* A number of programs utilized non-certified paraprofessionals to help their teachers. Some administrators noted that it was difficult for one teacher to manage a classroom of alternative school students adequately by him- or herself, and that having an aide in the room was of enormous help in providing the individualized instruction necessary in alternative school programs. To no surprise, many programs visited suffered from the same teacher shortage endemic to schools across the country. The most frequent problems cited were that teachers had no breaks, had no planning time, and had neither the time nor funding to obtain in-service training.

   As one administrator argued:

   > Para-pros are greatly underused in these programs. We have para-pros tutor the kids in preparation for tests. They don't necessarily know the content, but they know what being a student is, and how to study, so they can help by being there and helping them look, helping them recite, helping them memorize, helping them think through problems.

   And another noted:

   > You have 15 big boys, from different gangs, from boot camp—you cannot do it with one adult. One paraprofessional in the room can help significantly.

5. *Adult role models.* Staff in many of the programs stated that many students were, as one teacher noted, like 'feral children.' Their home life was so inadequate that they had had no opportunity to learn how to behave in social situations. Sometimes this was seen as the fault of poor parenting. Sometimes it was seen as the fault of the economy requiring both parents in poorer areas of the state to work two shifts at low-paying jobs just to provide for their children. These parents left for work before their children rose and returned from work after their children had gone to bed.

   Program staff frequently voiced the opinion that the state alternative school program needed to face this societal reality and ensure that programs do their best to fill this parental void, serving as adult role models, as an important component of an effective program. Most AEP staff survey respondents reported spending an hour or more each day on developing supportive relationships with the students, encouraging students to do better, and counseling students about their behavior.

   A teacher noted:

> You need patience with these kids. You have to love the kids and want to work with them. If I can reach one person I'll have done something. In this program you have to be mother, father, counselor. [These are] kids without parents getting lost in the shuffle.
>
> We help kids learn how to be productive, to get off welfare. We offer childcare here for young mothers to break the cycle. They also learn about childcare. We make it possible for kids to be able to go to school. We teach respect and discipline. In 29 years I've only written up three kids. You must be able to allow kids some flexibility, to 'cut some slack' – and at the same time teach respect and discipline.

A high school principal observed:

> Parents who still have jobs often are required to work two shifts and hardly ever see their kids. How can they be supportive of their kids' education? Some kids simply have no home. We find kids a place to stay if they need it. I serve as social worker, nurse, therapist, and sometimes a principal. Most parents are grappling with everyday life. Most families are just dealing with the day-to-day crises and keeping from killing each other. Many parents are simply too overworked and over-stressed. They have no time for the kids. They don't even see their kids.

6. *Community Collaborative*. All programs professed to have a Community Collaborative, although many seemed to rarely utilize this resource, and admitted to having few meetings. Many other programs, however, utilized the Collaborative as it was intended, as a program resource, which served to provide contacts, materials, other resources and help to the program. However, a group of supporters from the community, regardless of name, provides much needed support to the program.

   Several times program administrators would state that their Collaborative was not functioning, then go on to describe extensive relationships with the community, with companies to provide jobs and shadowing to the students, and with agencies to coordinate needed services. A Community Collaborative in name only, with participants who perhaps meet several times a year, seems to have little value.

   On the other hand, Community Collaboratives were positively related to program success, and as is discussed several times elsewhere in this report, community support was for most programs difficult to come by. A Community Collaborative frequently was a helpful mechanism to facilitate community understanding and support.

7. *Early intervention*. Some administrators noted that younger and younger students were exhibiting disruptive behavior in the schools and that some kind of alternative programs should be available in elementary school. Teachers frequently noted that students who

had been disruptive for years were difficult to reach. Early identification and placement were seen as more effective than waiting until a student acted out in high school.

As one teacher noted:

> We involve students with the full range of problems, from disruptive to drop out, from pregnancy to violence. The reason the program works is that we catch them early before they're gone and before they cause problems. When you wait until they're so frustrated, it's too late.

An administrator echoed:

> Every student whom we've 'caught' early has been a success. They were identified early in their problem route. The program has been very helpful in coaxing kids back into regular school and finishing their degree. We know how much more likely a student is to be a productive member of society with [his or her] high school degree. It is very expensive for society for a student not to finish high school, and there are many who do not in this part of the state.

8. *Development of social skills/character education*. Many students sent to alternative school appear to lack the social skills necessary to survive in today's society. Furthermore, many of them come from broken or dysfunctional families that have not provided the character development expected of individuals to raise families and hold jobs. Many programs spend classroom time and some hold separate classes developing these skills, such as anger management and parenting skills. One program was actually developed (by staff, not a director) around resiliency research. It is one of several programs that have multiple stages. The first segment of the program is run specifically to develop students' self-concept and trust of others, and interpersonal skills. Self-concept is developed not through the derided methods of rewarding and praising everything, but through such things as ropes courses and rigorous activity. While discipline is very tight at the program, it is very unlike such things as the STAR program, which is modeled after military training.

9. *High behavioral standards*. Virtually all programs had strict behavioral standards for students. Most students noted that the programs had much higher standards than did the home schools. Significant differences existed among programs, however, in whether students were primarily confined in silence or whether flexibility was in evidence and student-to-student and student-to-faculty interaction were permitted, enabling students to learn how to get along with others.

   Healthy programs were extremely strict yet had very clear rules, absolutely consistent enforcement of those rules, and yet enabled students to interact with one another and their teachers. Too many programs kept students in cubicles, punished for speaking to teachers or other students, thereby ensuring that students had no opportunity to learn how they might be able to avoid the behaviors that brought them to the alternative school in the first place.

One of the most common types of comment made in AEP staff open ended survey questions pertained to the discipline and structure in the programs. Many teachers noted that one of the best features of their programs was the tight structure and consistent discipline. Survey questions asking about programs discipline also netted highly positive responses.

10. *Consistent and positive behavior management systems.* Staff in most of the alternative school programs noted that one of their primary objectives in the programs was to provide students with the emotional stability and behavioral skills to avoid situations like those that led them to the program. Several programs have developed behavior reward systems that appear to be successful in shaping and maintaining desired classroom, school, and interpersonal behaviors.

    The strongest programs had well-developed and well-honed reward systems to help motivate students to perform. The ones that seemed to work best were those that rewarded positive actions and did *not* punish undesirable behavior except through non-reward. Punishment for undesirable behavior was addressed through simple, concise, and clear rules.

11. *Competency-based instruction and 'seat time' waivers.* Whether large or small, programs had difficulty in providing the necessarily wide range of academic instruction to students. One or two teachers typically found it difficult to prepare instruction for multiple students at multiple reading levels in multiple grades needing instruction in multiple subjects. Even larger programs with teachers who were assigned a particular subject area found that there were many preparations to ensure that each student's learning needs were met. Students come to programs all through the year from any grade and certainly at different levels of progress.

    Students, home school administrators, and alternative school staff noted that when learning could not be individualized students progressed at slower rates than in the home school. In the poorest programs, instruction was provided to students whether or not it was appropriate or understood by the student, not unlike the factory model of today's schools that many said led to failure in the first place. As one teacher observed, "This student couldn't read a word, yet was sent to us as a 9th grader. Don't you think someone would have noticed before he came to us? Did anyone even care?"

    Larger programs or programs with strong software and computer facilities—or small or large programs with superlative teachers—saw rapid progress if they had waivers for 'seat time' because they could individualize instruction for each student. Competency-based programs of this nature are somewhat common and were usually acceptable to base schools. Some program staff worried in each year's visits the time waivers might be rescinded, noting that 'seat time' requirements seriously inhibited legitimate student progress in competency-based systems toward catching up with their peers and graduating.

Some base school administrators were concerned about the lack of academic progress of students in some programs. Others who sent students to alternative school programs with strong competency-based academics were supportive of the opportunity for students to 'catch up,' noting that students returned to the base school well prepared to begin again and complete their education at the base school.

One alternative school administrator stated:

> Because of the seat-time waiver, we can actually get some kids to college early. And help many of them who are behind to catch up. I understand that the state is considering eliminating the seat-time waiver. That will make no sense; it's not time in the seat but learning–staying on task–which gets students competent. Seat time when they're not learning only hurts. That's when they get frustrated.

A teacher noted:

> One of the ways we could help a lot was with the seat time waiver. But the state has removed some of the flexibility here. It destroys the kids' ability to work at their own pace. The restrictions are very problematic. The seat time laws presume that schools are ineffective. There's no requirement to learn anything, just sit in a class called "x."
>
> What we've done is provide the ability for kids to learn what they should learn regardless of how long it takes. One child might cover a subject in half a semester, another might take two. But they come out with the same knowledge. Sadly, the state, in its mistrust and lack of information, took it away. It will mean lower success for these students.

And another:

> We constantly redefine success. We are flexible to meet each student's needs. Success needs to mean more than just getting a high school diploma and going to college. Most kids here work at their own pace. They can work in groups. We let them go out and do things (like clean tables in the cafeteria). They have P.E.—anything to keep away from cabin fever and boredom. Kids keep a calendar, do units, and keep records. Cooperative learning is strongly encouraged. Kids' goals are almost entirely academic; kids don't have behavioral goals, other than, 'we're letting you grow up.'

This same administrator described a feature possibly unique in the state alternative school program:

> We have several kids helping in pre-K, 1st, and 2nd. The classroom teachers specifically request these kids; we have an incredible working relationship with the elementary school. The alternative school kids work with elementary children on reading, in special education, in the library, and in a behavioral class. One of our students is on probation for assault (very large boy). He works with the pre-kids. The teacher loves him.

The principal at the high school sending students to the same program observed:

> The dropout rate is very high here. We get built-in failure from the more demanding state curriculum. Even more will drop out with the new changes. The alternative school is the only solution. The alternative school offers the extra help needed. There is a maturity problem; many kids are not mature enough to handle the curriculum. Our dropout rate is 27%.

12. *Focus on academic progress as well as attendance*. While it may seem to go without saying, the programs that insisted on attendance and had the staff and technological resources to provide intensive instruction appeared far better both to students and staff. Programs are frequently accused of being 'easier' than regular school, and there were clearly examples of minimal instruction in some programs. But the better programs were very careful to maintain high standards while bringing along students from the academic abilities they arrived with.

    At the same time, they demanded attendance while accepting the needs to be absent periodically to meet family needs. Attendance rates at strong programs were typically reported to be well above 85% and were often significantly better than the regular schools. One teacher commented on the open-ended portion of the survey that what she liked best about the program was "the vision of taking a child and giving that child a second chance. The hope of creating a future in the minds of the students who can't see past the problems of today, to help a student to be successful, academically, for the first time."

13. *Focus on reading instruction*. Disruptive behavior in the home school was frequently associated by staff with students' frustration with school, or that the disruption was to hide the fact that the student could not understand the content. Many high school students reportedly had reading skills as low as the 3rd grade level and simply could not function at the middle or high school level. It was argued that if the students had been taught to read they would not have been disruptive, and that this was a failure of the schools, not of the students. Many programs either focus strongly on basic reading or recognize the need even though they lack the expert resources to help the students in this area.

    As an administrator stated:

> Many of these kids weren't taught to read. It's for many of them why they're frustrated with school and act out. We teach them how to read. Our reading teacher is a former first grade teacher. One boy shot a gun in the neighborhood. He is not the reading teacher's 'good boy,' but the other day he wanted to know 'who would ever carry a gun to school?'

And a teacher:

> Some of these kids haven't learned a thing since 3rd grade because nobody noticed they couldn't read. We take them from where they are and do everything we can. Each student's program is completely individualized.

14. *Physical activity for students.* Many administrators and teachers argued that an exercise program was important to help students attend to the instructional program. Programs with a physical education class, some sort of other exercise program, or programs that just allowed play outside (recess) had students who were more positive about the program and school in general, and exhibited fewer behavioral problems during the program. Program staff that insisted they 'needed to focus purely on academics' and saw no need for physical exercise for the students sometimes also mentioned more problems in controlling their students.

15. *Public service activity for students.* Many programs required that students participate in some sort of public service to build a sense of community responsibility in students. Some programs simply had students pick trash from parks; others coordinated with community agencies and area companies to provide these opportunities. Whenever students mentioned these activities there appeared to be pride in giving something to their communities. A side benefit was that community members saw and heard about alternative school students benefiting the area.

16. *Special education only if there are qualified, certified special education teachers.* Many programs reported having to accept special education students even though they had no special education services available whatsoever. Other programs were sure that special education students were being sent to them without documentation. Programs that did not have this problem were far more able to address the needs of the regular but disruptive student. Some programs that had no special education teachers had the administrative support to refuse special education students. One of the most commonly mentioned issues AEP teachers noted when asked on the survey "What are the most important issues facing your program?" was special education. Special education practices were also one of the most often mentioned issues when teachers were asked "What would you most like to see changed about your program?"

17. *Integrity of the program does not allow special education to modify or debilitate the program for other students.* Many programs were forced to take special education students even when they had some sort of special education services testified that the

behavioral double standards made it impossible to discipline their regular alternative school students.

One of the highest rated programs, with a director with decades of special education experience, appeared to have found the solution to this dilemma:

> You have to make all students be held accountable for their behavior. When I talk to a special education student, I'll tell them, "don't tell me that you will cooperate 6 out of 10 times. You can do 100% of time what others do." If I take a special education student of course I will follow the IEP. But I don't want to continue working toward failure. Kids have to have enforceable limits. I may keep 75% of the special education students. If they stay, I am showing them they can change. If they can't change, I have to send them to another alternative. If I don't do this, the payoff down the road, if we're not careful, will be a revolving door. I do not like putting students out of the program. Do they need help? Of course. Do I sacrifice everything we've given these other kids for those few students? Absolutely not, and the law says I don't have to. You must have the same expectations for special education. Under special education rules you do not have to modify the basic nature of the program for a special education student.

18. *Social services*. Many programs have counselors and social workers on staff or available from the home schools or collaborative members, and many others who did not have these professionals available decried their absence. Counselors trained in assisting with emotional problems, rather than academics, were preferred. Social workers were seen by some as a critical necessity due to their training to work with the social, health, and economic problems frequently in evidence in alternative school students' families.

One of the most consistently mentioned issues in the open-ended responses of the AEP staff surveys was counseling and other social services. Whether it was "What is one of the most important issues facing your program" or "What feature of your program makes it especially effective," and "What do you like best about your program?" Teachers were supportive of their social services resources when they had them. On the other hand, counseling and social services were also mentioned frequently when staff were asked "What would most help you to better serve your students?" "What do you like least about your program?" and "What would you most like to see changed about your program?" These data would suggest that AEP staff are appreciative of counseling and social services help when they have it, and clearly see benefit to having more, especially when it is minimally or not available.

One program had available the half-time services of a clinical psychologist, who had identified several students with clinically serious emotional pathologies. She stated that such conditions appeared to be prevalent and that school teaching, counseling, and administration training did not provide school personnel with the skills to recognize these conditions.

One administrator noted:

> It's no secret I'd like to see more social workers. The times have changed. Counselors do a wonderful job but they're not trained nor do they have the time to address problems in the home. I'll go to the home or the parent's workplace to work with the family to help the student. There's a lot of stress on today's student with the changes in the family. We just don't have the resources to work with all of the problems that are there, even for this small program.

A student complained:

> Counselors in regular high school have no time for you. If you're not the valedictorian or have a football scholarship to Clemson, you can forget it. Counselors don't have the time for the kids who really need the counseling.

19. *Provision of childcare*. When in evidence, childcare was seen as a benefit for three reasons. (1) It offered unwed or young mothers the chance to attend and progress in school whereas they would otherwise have to drop out to work or stay at home (usually on welfare) to care for their children. (2) It offered an opportunity to provide vocational training in childcare to students. (3) It provided the opportunity to develop parenting skills in young parents and non-parents alike.

    Given the benefits seen by the presence of childcare to unwed mothers and young families alike, and the charge to address the "non-attending students" by the enabling legislation, it would appear that childcare resources would be a welcome addition to many programs.

20. *Technical support for program operations and student management*. One program was identified with a superb program operations database system that even automatically printed letters (and envelopes) to parents informing them of positive student achievements. The system kept track of the behavioral rating system, automatically generating and printing daily graphs for the students of their academic and behavioral performance. Students seemed very motivated by these daily and cumulative records that they could see and touch and take with them. Friendly competition seemed to be facilitated by the reports, and cooperative and friendly support among the students to help each other do better was very evident.

21. *Flexible duration of enrollment to address needs of students*. Most programs adhered to the state's limit of two semesters' enrollment. Many programs, however, argued that if a student had spent 10-15 years developing the problems that led him or her to an alternative program, few would see those problems rectified in nine months. To that end, programs found local funding to continue enrollment of students who they judged would not be successful if returned to the regular school. Such flexibility likely reduced dropout rates, increased graduation rates, and reduced problems in the regular school.

22. *Transition of students back to and follow-up after return to regular school*. A resiliency model argues for careful transition and frequent follow-up of students returning from the

alternative school to the home school, yet neither is common. One program utilized block scheduling to enable students to spend one day at the alternative school and another day at the home school to facilitate transition; it was seen as highly successful. One program devoted one entire staff day to the follow-up of students in the base schools.

Several other programs devoted counselor and social worker time to follow-up, and a few base schools had organized programs. Most base schools, however, admitted they simply 'mainstreamed' the students and assumed students were doing adequately unless they were sent to the office.

Transition back to the base school clearly remains one of the greatest hurdles for programs. It is promising that 82 percent of the respondents to the Base School Staff Survey said they were familiar with the purpose of the CrossRoads program in the 2000 survey; this figure reflects a 19 percent increase over the previous year. Fifty-three percent stated that they were familiar with the curriculum and instructional approaches in the alternative school program; this figure represents a 21 percent increase over last year.

However, while 59 percent of the base school teachers responding stated that students from an AEP are placed in their classes, only 41 percent indicated that are notified when students returning from the AEP are placed in their program. Worse, only 13 percent of respondents to the base school staff survey stated that they were involved in the transition process from the alternative school, and only 11 percent stated that there is a specific program in place designed to help returning CrossRoads students; these percentages actually show a slight decrease from last year. Overall, the survey results show that base school staff appear to be more familiar with the alternative program than last year. What hasn't changed is the dearth of programs to help students in the transition from alternative programs to the base school.

One administrator noted:

> The alternative school is involved in helping transition kids back to day school. The integration process is critical to the success of the students. You can't just send them back.

And another:

> These kids are needy. In a big school they fall through the cracks—they call here but the counselor here can't deal with past kids and present kids. These kids need an after-care person to support them in their transition back. It should be a full-time job to follow-up. It would do wonders for the success rate.

A teacher described her program's benefit from block scheduling:

> The transition is very helpful. Because of the block schedule, we are able to have them half time here and halftime at the high school. They know we are still looking after them. When they are eligible for returning, they have a choice of returning full time or half time, since they are on an A-B block schedule. They

go to the high school one day, here the next.

23. *Judicious use of GED program for older students who have few credits*. Many students coming to alternative school programs were second or even third year high school students who had few or no credits toward graduation. Many alternative school administrators and teachers thought it misleading and cruel to direct such a student to work toward regular high school graduation, as they would never finish. They thought it better to coordinate with the GED program for them to work toward that option. At the same time, there were cautions that the GED option is by no means automatic, and that there were some students who would be unable to complete that course of action. Nevertheless, programs finding a way to utilize the GED option potentially greatly increased the probability that more students would become successful citizens.

In terms of policy, clear and consistently applied discipline, a community service exit requirement, and stringent and well-articulated academic requirements are strongly positively associated with program success. Programs that define and practice these policies tend to produce students who work hard, concentrate, and succeed.

Success is also affected by conditions which may or may not be within the control of program directors: district administrative support, base school involvement and support, community support, staff education and experience, program size, student-to-teacher ratio, and length of program stay by students. Programs with higher student-to-teacher ratios actually performed better than those with lower ratios, but this is likely an artifact; higher ratios up to about 15:1 were typically associated with greater program resources. Interviewees typically noted a ratio of 15:1 was ideal in most rural and suburban locations.

More volatile inner city programs would likely be helped by lower ratios or the addition of competent paraprofessionals. One "outlier" program reported a ratio of 64:1; we anticipate that the staff at this program had difficulty accomplishing a great deal of instruction. Whether the ratio is large or small, however, success appears to be more likely when those teachers and their administrators take an active interest and role in the lives of their students. This same lesson might apply equally to the base schools, however teachers with 150-180 students to manage each semester have little time to form close supportive relationships with many students. Our visits this final year of the evaluation suggested that the governor's initiative to reduce class size may temporarily have the opposite effect in the high schools as districts first scramble to reduce class sizes at the elementary level.

Finally, success is related to program entry variables. Students entering for special education placement or illegal behaviors are far more likely to be successful than those entering the program for dropout prevention or recovery, or those returning from DCYS. This is not surprising: Students in special education, being mindful of the cautions expressed earlier in this chapter, are provided enormous resources compared to regular students; students placed for illegal behaviors do not at all necessarily exhibit the disruptive behaviors that trouble regular classrooms. Dropouts, as has been noted, are typically of the age that they *can* drop out; there is nothing but the attractions of success provided by the AEP to keep them there and yet the data in fact show remarkable success with dropouts. It is also the case that students with more serious problems take more time to develop successful school strategies.

It is not surprising at all to have found that programs tended to be "model free." That is, with a few exceptions, local AEP directors and staff took the resources they could get, adapted them to their students as best they could, and worked (usually incredibly hard) to help them as best they could. There were no program models provided by the state when the alternative programs were initially funded. As has been discussed elsewhere in this report, districts designed programs as best they could to meet local needs, but did not necessarily have the resources or the time to research the literature and visit successful alternative school programs across the country to learn from the mistakes of others. In our recommendations we encourage the state to find additional ways to help programs consider what others have learned in helping troubled children.

Section 3.4: Evaluation Question 3

What are benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, drop-out rate, promotion rate, recidivism, employability, participation in post-secondary programs, reintegration into regular schools, and/or completion of GEDs?

Effects on student achievement were minimal. Follow-up studies, generally plagued by lack of quality data, showed no significant changes in grades, courses passed, or achievement in language arts or mathematics. Recidivism appears to be a problem that bears ongoing scrutiny: over the three-year period of the evaluation, recidivism rose from 22 percent to 28 percent. Many students appear to be returning to the base school before they are ready. With regard to graduation, drop-out rate, promotion, and employability, the picture is much brighter.

Student Achievement and Discipline

In FY98 and FY99, both current and cumulative GPA were requested on each student on entry and exit from CrossRoads, and math and reading grade levels were also reported. However, the data were difficult to collect and were reported on only a small number of students (approximately 30 percent). Furthermore, the math and reading grade levels were also rare, and those data may not be comparable, depending on how the levels were measured.

In FY2000, both intake and exit forms requested four pieces of information on each student: courses taken this term, courses passing, courses failing, and credits received. In order to use this data to compare student achievement before CrossRoads with achievement during the student's enrollment in CrossRoads, the difference between the percent of courses passed before CrossRoads and the percent of courses passed after CrossRoads was calculated for each student. The percent of courses passed increased by a mean of 13.08, with a standard deviation of 41.8, and a range of –100 percent to 100 percent (N=9,082; 6,392 missing). In other words, overall, student achievement increased, but the change in student achievement varied dramatically among students. As many as 628 students went from passing no courses to passing all courses, while 237 students went from passing all courses to passing no courses at CrossRoads.

The number of days enrolled and the number of days absent were also requested for each student. A change in absenteeism was calculated for 9,084 students, as the difference in the percent of days absent in the base school and the percent of days absent in CrossRoads. Although the data show an increase in mean absenteeism of .72 percent (standard deviation of 20.9), the median was –.11, indicating a decrease in absenteeism.

From 1996 through 2000, the dropout rate declined from 8.8 percent to 3.8 percent, and approximately 60 percent of students in grades 10-12 at the beginning of the three-year evaluation period ultimately graduated or received a GED. The most striking benefit of this persistence in school is the increase in lifetime earning. For the students identified as graduating or completing requirements for a GED, the combined lifetime earnings exceeded those of an equal number of nongraduates by over $2,500,000,000. Even if we focus only on the five percent decline in the dropout rate during CrossRoads enrollment from 1996 through 2000, the economic payback exceeds $200,000,000 per year in terms of lifetime earnings increases for these students. These benefits are explored in more detail in Section 3.1: Cost Benefit Results.

Most of those who had not graduated were still in school. As noted in Section 3.2, base school teachers and counselors found the behaviors of returning CrossRoads students much more acceptable than prior to program entry. Discipline improved as a result of CrossRoads enrollment, both while offending students were away from the base school and after their return. Thus, benefits have accrued not only to the CrossRoads students but to their schools and communities as well.

Graduation Rate, Dropout Rate, and Promotion Rate

As noted in Section 3.1, the CrossRoads programs have had a positive impact on persistence in school. During the two years of followup of the 934 students from highly rated alternative schools, 114, or 12.4 percent of those students graduated. Another 42, or 4.5 percent received GEDs. Most of the students in the sample, of course, were younger, and the bulk of them had other positive outcomes such as still being enrolled in alternative school or returning to regular school. There were 260 students classified as in grades 10, 11, and 12. If these students were all capable of graduating in the two years of the followup, this would yield a graduation rate, including GEDs, of 60 percent of those students who had been formerly considered a loss to the educational system. 43.8 percent received a high school diploma and 16.2 percent received a GED.

Even from the low-rated programs, 69 of the 470 followup students, or 7.4 percent received high school diplomas, and another 20, or 2.1 percent, received GEDs. The graduation rate for the 162 10th, 11th, and 12th graders in this sample would be 54.9 percent. Base school staff reported virtually universally that almost none of these students would have completed their secondary education without the assistance of the alternative school.

Recidivism

There were several avenues for checking recidivism within the CrossRoads system. In FY98 and FY99, the intake form included information on how many times the student had been placed in CrossRoads. In FY2000, each CrossRoads site was asked to supply the number of students who had been admitted to CrossRoads multiple times. Table 3.4.01 summarizes this information.

The data suggest that a majority of students who attend CrossRoads ultimately return to base schools, but a significant number (22-28 percent, depending on year studied) return to CrossRoads. Recidivism increased from 1998 to 2000, making this a matter of concern in coming years.

Table 3.4.01
Recidivism: FY1998, FY1999, and FY2000.

Times Previously Assigned to Any Alternative Program	FY1998		FY1999		FY2000	
	N	%	N	%	N	%
0	9,211	77.5	9,908	74.0	9,134	71.7
1	1,876	15.8	2,459	18.0	2,051	16.1
2	566	4.8	748	5.6	835	6.6
3	174	1.5	194	1.4	290	2.3
4	29	0.2	55	.4	187	1.5
5 or more	34	0.4	26	.2	241	1.9
TOTAL	11,890	100	13,390	100	12,738	100
Missing	2,863		1,297		2,136	

To check on recidivism within FY2000 alone, each exit form included information regarding multiple intakes and exits for the same student. In addition, multiple intake and exit forms were identified for the same student within FY98, FY99, and FY2000 by matching student identification numbers.

In FY98, 472 students entered the system twice, 22 entered three times, and 1 entered four times. In FY99, 771 students entered the system twice, 37 entered three times, 3 entered four times, and 1 entered five times. In FY2000, 1,200 entered twice, 26 entered three times, and one entered four times. In FY2000, CrossRoads sites had the option of indicated multiple intake and exit activity on a single intake/exit form; through this means, an additional 83 students were identified as entering the system twice and an additional 8 were identified as entering the system three times. From the data gathered, it would appear that recidivism is on the increase from 22 percent in 1997-98, to 26 percent in 1998-99 and 28 percent in 1999-2000. Thus, it would appear that this is one area in which much work remains to be done.

Employability and Post-Secondary Education

Improvements in employability can best be assessed by comparing high-rated programs with low-rated programs. In this comparison, students from programs that had higher overall ratings (as measured by the six effectiveness criteria) had employment rates of 29.2 percent, compared to 15.4 percent for students from lower rated programs. As in many other analyses, the lower-rated programs were used as a control group for the establishment of a baseline. With respect to post-secondary education, the term of the follow-up was not sufficient to permit meaningful analysis.

Improvements to employability translate directly into annual and lifetime earning potential. Benefits to CrossRoads students include both short-term and long-term benefits. The primary short-term benefits are increased likelihood of graduation or completion of a GED certificate. The primary long-term benefits are reduced welfare and unemployment, increased employment, and increased lifetime earning potential. These benefits are described below.

Reduced dropout rates and increased graduation rates. Data show that during the two years of followup of the 934 students from highly rated alternative schools, 114, or 12.4 percent of those students graduated. Another 42, or 4.5 percent received GEDs. Most of the students in the sample, of course, were younger and the bulk of them had other positive outcomes such as still being enrolled in alternative school or returning to regular school. There were 260 students classified as in grades 10, 11, and 12. If these students were all capable of graduating in the two years of the followup, this would realize a graduation rate, including GEDs, of 60 percent of those students who had been formerly considered a loss to the educational system. 43.8 percent received a high school diploma and 16.2 percent received a GED.

Even from the low rated programs, 69 of the 470 followup students, or 7.4 percent received high school diplomas, and another 20, or 2.1 percent received GEDs. The graduation rate for the 162 10th, 11th, and 12th graders in this sample would be 54.9 percent. It was repeated virtually universally that almost none of these students would have completed their secondary education without the assistance of the alternative school. For the purpose of this analysis, it is assumed that the state will elect to provide the assistance to help all alternative school programs achieve the results of the high rated schools.

We do not, and cannot, know from these data how many students will eventually receive a high school diploma. While it was reported by one administrator that in one Georgia county 44 of the adult citizens did not have a high school diploma and fully 20 percent did not have a 9th grade education, it is known from the NCES Digest of Educational Statistics (1999) that 80 percent of all Georgia citizens 25 years and older were reported to have a high school diploma. In 1995, 80.3 percent of Georgia citizens ages 18-24 were reported to have a high school diploma.

If we generalize from the sample population that the alternative schools are capable of helping 60 percent of its students graduate, then given the proper support and development, the alternative schools are capable of eventually facilitating the graduation of approximately 9,284 students per year (60 percent of the year 2000 total enrollment).

The gender makeup of the sample graduating population was virtually the same as that of the total alternative school population. For the sample, 68.4 percent of those graduating were males, and 31.6 percent were females. The percentages for the 2000 alternative school population were 69.5 percent and 30.5 percent for males and females, respectively. Blacks made up 58.5 percent, and whites comprised 38.7 percent of the 1998 AEP population.

The lifetime earnings expectation from individuals can be estimated from the 1998 Annual Demographic Survey joint project between the Bureau of Labor Statistics and the Bureau of the Census. There are significant income discrepancies not only between males and females but also among ethnic groups.

These data show that in 1998 the average annual income for all white males under age 65 who failed to graduate from high school but had at least a 9th grade education was $19,832. For white females, that income is $10,689. For black males, it was $15,545, and for black females, it was $11,245. The average income for those receiving a high school diploma or GED increases to $30,118 for white males, $18,528 for white females, $22,806 for black males and 16,028 for black females.

Using these earnings to estimate lifetime earning potential, the lifetime earning expectation in 1998 dollars for a white male individual without a high school diploma, for 40 years of work, is $793,280. The equivalent expectation for a white female is $427,560. For a black male this earnings expectation increases to $621,800, and for a black female $449,800. For those with a high school diploma, the earnings expectation increases to $1,204,720 for white males, $741,120 for white females, $912,240 for black males, and $641,120 for black females.

From this set of data, projecting that the alternative schools can cause 60 percent to graduate with a diploma or GED that would otherwise not complete a high school education, and assuming that the proportion of blacks to whites and males to females remains the same , then there would be an increase of 2,328 white male, 3,531 black male, 902 white female and 1,351 black female high school or GED graduates per year. The lifetime earnings difference per year resulting from the impact of the alternative schools is $411,440 for each white male graduate, $290,440 for each black male graduate, $313,560 for each white female graduate, and $191,320 for each black female graduate. Projections are not made for other minority students (e.g., Hispanics, Native Americans), who comprise 3.6 percent of the AEP population.

The total increase in income for these individuals is projected to be $957,832,320 for white males, $1,025,543,640 for Black males, $282,831,120 for white females, and $258,473,320 for Black females. Thus, for *each* year the state alternative schools are in operation, if all are operated on average as well as the better alternative schools, the state of Georgia will realize a $2,524,680,400 return on its investment.

The first three rows of Table 3.4.02 refer to individuals. The last two rows refer to annual and lifetime earnings differences for the total group (Annual Grads) in any category, as compared to nongraduates.

Table 3.4.02
Annual and Lifetime Earnings Increase Due to CrossRoads

	Black Female	Black Male	White Female	White Male	Total
NonGraduate	$ 11,245	$ 15,545	$ 10,689	$ 19,832	
Graduate/GED	$ 16,028	$ 22,806	$ 18,528	$ 30,118	$ 87,480
Difference	$ 4,783	$ 7,261	$ 7,839	$ 10,286	$ 30,169
Annual Grads	1351	3531	902	2328	$ 8,112
Annual Difference	$ 6,461,833	$ 25,638,591	$ 7,070,778	$ 23,945,808	$ 63,117,010
Lifetime Difference	$ 258,473,320	$ 1,025,543,640	$ 282,831,120	$ 957,832,320	**$ 2,524,680,400**

Each year the programs are in operation, the state realizes this same return. These estimates do not take into account growth in the program (for example, from the 132 to 150 sites this year) or any projected growth in the number of students served by the program. Note that these estimates include all high school and GED graduates from the program including those who are enrolled for dropout recovery as well as for the range of misbehaviors. The present total annual investment is about $46,000,000 per year. The liberal estimate of return would be 5,600 percent. Even if only one fourth of the return is realized, the rate of return would be in excess of 1,400 percent. Such returns are quite favorable.

Reduced welfare and unemployment. Unemployment distribution was virtually nonexistent for either sample, at 0.9 percent for the high rated schools and 0.6 percent for the low. Projections would not be meaningful for these students, whose average age at the end of the study was 18.1 for the high sample and 17.1 for the low sample.

Increased employment. A higher rate of employment was observed for the high-rated sample. The rate of any employment during the two years was 29.2 percent for that sample and 15.4 percent for the low sample. The difference between full-time and part-time employment was similar: The full-time rates for the two samples were 19.7 percent and 11 percent, respectively, and the part-time rates were 10.4 percent and 3.3 percent, respectively. Much of this difference might be explained by the difference in age, in that the high sample was one year older. The high sample also indicates a higher proportion of females working: 33.3 percent versus 11 percent. The proportion of high school or GED graduates in the high sample was 12.4 percent, and that of non-graduates was 16.8 percent. The proportion of graduates in the low sample was 7.3 percent, and that of non-graduates was 8.1 percent.

Because samples are small and disaggregation may result in higher estimate errors, employment differences will be calculated only on differences in employment between graduates/GED and nongraduates in the two samples. U.S. Census data are provided for all part-time and full-time employed individuals averaged across all levels of education, work experience, ethnic background and gender.

These data show that the income for all individuals without a diploma or GED ages 18-24 in 1998 dollars is $7,676, and that for individuals with a diploma or GED is $13,948. There were 5.1 percent more graduates and 8.7 percent more non-graduates employed in the high sample than in the low sample. If we make the assumption that the low sample is equivalent to a control group, then it can be inferred that the alternative programs are capable of producing this increase in income within two years of student enrollment.

While the proportion of working graduates versus non-graduates may change over time, the benefit of increased employment due to the impact of alternative schools, generalized from the sample to the 2000 alternative school enrollment, is calculated to be a total of $10,494,517 for graduates and $9,852,230 for non-graduates. This equals a total of $20,346,747 per annum in income added to communities of these young people over their lifetimes, a benefit realized each year the program operates.

Summary

Too many students return to CrossRoads a second, third,fourth, or fifth time, and the trend is toward higher recidivism rates. Scant information was available to evaluate long-term achievement and attendance. The information that was available suggested that students returning to the base school from a CrossRoads program made little, if any, improvement in their grades, attendance, or test scores.

In terms of school persistence, employability, and long-term economic benefit, the picture is much brighter. CrossRoads keeps students in school long enough to graduate or transfer into a GED program. This retention translates directly into employability and earning power. By all accounts, the CrossRoads program yields annual benefits that far surpass its annual costs. Benefits to base schools have been calculated to be over seven million dollars per year in the value of increased instructional time due to the removal of CrossRoads students. So why not just remove these students permanently from the classroom? This move could return the same seven million dollars with no expenditure for CrossRoads programs. The answer lies in the benefits to the CrossRoads students themselves and to their communities. By keeping these young people in school, helping them acquire the skills and credentials necessary to compete successfully after high school, the program adds expected lifetime earnings of over two and one-half billion dollars for each class and another twenty million dollars each year in terms of increased employability. Most brokers would rate this a very good investment.

Section 3.5: Evaluation Question 4

What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and community?

By this point in the evaluation, we had hoped to be able to answer this question with an extensive amount of follow-up data. After distributing and 8,858 Student Follow-up Report forms over two years, we were able to obtain valid matched data for only 666 students. For individual questions on the form, even this data set often had to be reduced to 150 or so valid cases for analyses. Therefore, no direct assessment of longitudinal effects is possible.

While there was a paucity of long-term academic and performance data, we were able to obtain enough information about school persistence and graduation rates to conduct cost-benefit analyses. The results of those analyses are presented in part in this section. The remaining results of those analyses were presented in the previous section.

Economic Benefits

At the close of the three-year evaluation, annual state expenditures for CrossRoads were approximately $24,300,000. Additional local funds brought the annual total to about $46,000,000. Thus, in order for the program to be considered cost effective, it would be necessary not only to show that the $46,000,000 annual outlay is being responsibly spent but to show that the state or local communities received benefits exceeding $46,000,000 annually. Benefits may be viewed from the point of view of the base school and the CrossRoads student. In both cases, there are measurable benefits that far outweigh the costs of the CrossRoads program. These are spelled out in this section.

Instructional time is valuable time. It is valuable to students, the teacher, the school administration, and to the community. Whenever a student disrupts a class, it costs his or her fellow students and the community, both in terms of lost opportunity to learn and in real dollars and cents. For the purposes of this evaluation, we chose the teacher's salary as the measure of the actual loss attributable to a classroom disruption and the ensuing restoration of order and resumption of teaching and learning.

The average Georgia teacher salary in 1998 dollars in 1998, as reported by the National Center for Educational Statistics, was $35,549. The median salary overhead reported by administrators during interviews was 30 percent. This estimate may be high. The national average overhead figure for instruction reported by NCES in 1998 was $26.9 percent. The NCES figure is used in these calculations. The total teacher cost per year at 26.9 percent overhead is $45,112.

The typical teacher instructional day includes five periods at 50 minutes each; there are 250 minutes class time per day per teacher, not including planning periods, for a total of 45,000 per year. Block scheduling times are very similar, so for the purposes of this analysis block scheduling is not differentiated. If 80 percent of that time is in actual instruction, then there are 280 minutes of instructional time per day. In 180 days, there are 36,000 minutes of instruction per year per teacher. A minute of instructional time therefore costs $1.253. An hour costs $75.19.

Most regular school administrators reported that "ten minutes" was the average time teachers lost during a typical class disruption. Teachers in some schools needed significantly more time than ten minutes, by the time they completed extensive paperwork, took a child to the office, testified concerning the child's transgression, argued the case, returned the length of the school building, and then re-exerted control over their class. Others needed simply to tell the student to take a note to the office.

While the evaluation did not undertake focus groups with regular school teachers, a number of impromptu discussions with teachers confirmed that "about ten minutes" was the norm, but that some schools took the approach "innocent until proven guilty" and others simply trusted the teacher to be a professional whose duties lay with the students who wanted to learn. In the worst cases, thirty minutes was more the norm, while in the briefest cases, experienced teachers needed little more than a minute. More experienced teachers were far more adept at maintaining control of their classrooms. One administrator reported a range of zero to 72 referrals among teachers in one semester.

We have therefore taken the most widely used estimate of the time lost per incident: 10 minutes. Multiplying this by the value of ten minutes of a teacher's time, the cost per incident works out to be $12.53. Six incidents would equal one hour of instructional time lost and a net loss of $75.19.

Benefits to base schools accrue in three ways: reduction in disruptions directly caused by students who are removed to a CrossRoads program, reduction in disruptions indirectly caused by students who inspire others to behave in a disruptive manner, and reduction in the disruptive behavior of CrossRoads students when they return to the base school. The details are provided below and summarized in Table 3.4.01.

Reduction in disruptions directly caused by students who are removed to a CrossRoads program. In 1998, 8,056 students were sent to the office at least once in the grading period prior to entry into the alternative school. Student data indicate whether a student was sent 1, 2, 3, 4, or 5 *or more* times. Administrators noted that a student typically was sent to the office 7 times prior to being sent to the alternative school, so the "5 or more" category represents a significant number of students who were actually sent many more than 5 times prior to being assigned to CrossRoads. However, for purposes of this analysis this category will be counted as "5." Using this approach, and assuming that 100 percent of the referrals caused classroom loss of instruction, these 8,056 students were sent to the office a total of 27,228 times. If ten minutes per disruption is the norm, then 272,280 minutes, or 4,538 hours of instructional time were lost from regular instruction in the semester prior to students' entry into the alternative school.

In-School Suspension (ISS) and Out-of-School Suspension (OSS) actions each could be considered to be the result of disruption or aggression causing loss of instructional time over and above office referrals, although there is likely some overlap. If each of these disciplinary actions occurred for the 55.9 percent of the students who were sent to alternative school for disruption or aggression, then 4,512 students received ISS 13,946 times, and 4,280 students received OSS 11,658 times. If each of these events resulted in ten minutes of classroom disruption, then these events resulted in the loss of another 256,040 minutes or 4,267 hours of instructional time.

Combining trips to the office with referrals to ISS and OSS, the total number of hours of lost instruction per year prior to removal is 8,805. With these students away from school for up to a year, those 8,805 hours could presumably be put back on the clock. At $75.19 per hour, the benefit of instructional time gained solely by removal of students to alternative school is thus $662,048.

Reduction in disruptions indirectly caused by students who inspire others to behave in a disruptive manner. The removal of the leaders of disruption was noted to be of significant value to schools, although it was difficult for administrators to estimate the instructional time saved by having the alternative schools available. It was also very difficult for administrators to estimate the difference between traditional methods, such as in-school and out-of-school suspension (ISS and OSS, respectively). ISS provides a brief respite for the teacher and typically continues to provide some form of learning environment for the student. OSS by definition completely removes the student from the learning environment.

Teachers in several cases referred to these leader students as the "poisonous" ones. They were not necessarily leaders, but were able to influence other students so that disruption of class time was far more difficult to manage and control. If the normal non-instructional time devoted to classroom management is 20 percent, then it is estimated that these students increased that time at least by half, causing an additional 10 percent loss of instructional time over the course of a semester. Administrators were greatly relieved to have the alternative school option for these students so that teachers could "get on with the business of teaching" and offer the disruptive student an opportunity for a different and positive experience.

A 10 percent increase in instructional time may be a serious underestimate of effect; several teachers noted that a highly troubled youth could "virtually destroy" a semester in class. Nevertheless, this analysis utilized the more conservative figure.

These students may have been labeled "disruptive" or "aggressive" in the study lexicon. The estimate of the percentage of these students were "leaders" or "poisonous" was problematic, but typically was ten percent of that population. In 1998, the percentage of disruptive or aggressive students totaled 55.9 percent of the alternative school enrollment; so it is estimated that 5.6 percent of the disruptive or aggressive alternative school population (total of 826 students) were of this category.

These 826 students could inspire enough other students to be disruptive or create an atmosphere in which teaching and learning could not occur. Given their numbers and influence, we have estimated that each student in this category cost the schools 6,300 minutes (105 hours) of instruction per year. Removal of these leaders of disruption thus saved the schools 86,720 hours per year that they were enrolled in CrossRoads. At $75.19 per hour, this amounts to a savings of $6,521,229.

Reduction in the disruptive behavior of CrossRoads students when they return to the base school. One of the more promising differences between the high-rated and low-rated samples was in terms of the reported decreased disruption from students being returned to the regular school. The average percentage of students returning from high-rated programs causing any disruption was 31.4 percent, while the percentage of students returning from low-rated programs was 38.7 percent. The larger difference, however, is in the reduced rate of disruption. Considering all students, the rate of disruptions per student was only 1.68 disruptions per semester for high-rated programs, versus 2.47 disruptions per student for the low-rated programs. The students from low-rated programs caused 147 percent more disruptions per semester. Each ten-minute disruption costs $12.53 in instructional time. At the previously calculated teacher instruction cost per disruption in base schools, this reduction in disruption of returning students results in an additional benefit of $148,681 per year.

Just over half (50.9 percent) of the high sample returned to a regular school at some point during the two years of the follow-up. If that many returned to the regular school statewide in that time, there would be a total reduction from 18,548 to 12,615 or 5,933 disruptions per semester, or 11,866 disruptions per year. Each disruption costs $10.90 in instructional time. At the previously calculated teacher instruction cost per disruption in regular schools, this reduction in disruption of returning students results in a benefit of $129,339 per annum.

The total benefit to base schools, calculated by combining the benefits obtained during the removal of the CrossRoads students and after their return, is $7,332,003. These benefits are summarized in Table 3.5.01. Direct savings refer to those attributable to the individual students sent to CrossRoads. Indirect savings refer to those attributable to a general breakdown in overall classroom discipline due to the presence of certain disruptive leaders.

Table 3.5.01
Value of Instructional Time Saved Annually by CrossRoads

	Direct	**Indirect**	**Total**
Hours Saved During CrossRoads Enrollment	8,805	86,730	95,535
Hours Saved After CrossRoads Enrollment	1,978	n/a	1,978
Total Hours Saved	10,783	86,730	97,513
Value/Hour	$75.19	$75.19	$75.19
Net Value Per Year	$810,774	$6,521,229	**$7,332,003**

Summary

While we were unable to obtain enough reliable student performance data over the three-year period of the evaluation to support any solid conclusions about in-school achievement, we were able to collect school persistence information that permitted a reliable cost-benefit analysis. The results of that analysis show that CrossRoads does pay back the state and local investment in it over time.

Section 3.6: Evaluation Question 5

What are the unintended effects of the CrossRoads program?

As shown in chapter 1 (Table 1.03 [page 5] and Figure 1.02 [page 6]), black males dominated in CrossRoads enrollment at 37.6 percent over a five-year period (1995-2000). White males were close behind at 30.6 percent. Enrollment by race and sex was quite stable from year to year. Among the students who enter for reasons of disruptive behavior or rebelliousness, an even higher percentage are black males (46.7 percent), and 49.9 percent of those students who enter for reason of aggression are black males. Overall, black males and females are almost twice as likely as white males and females to enter for reasons of disruptive behavior or rebelliousness, and black males and females are more than twice as likely to enter for reasons of aggression. Focus group sessions revealed that some white female teachers are more likely to refer black male students to the program simply because they feel threatened by them rather than for any specific acts of aggression or disruption.

Teacher job satisfaction was very high in CrossRoads programs; more than 60 percent of CrossRoads staff report having greater instructional freedom in the alternative school and greater job satisfaction. In survey data and in focus groups CrossRoads staff often expressed distress at the public image of the CrossRoads program as a punitive program where kids are "thrown". They also complained about CrossRoads staff being treated as second class citizens in the district; in one case, CrossRoads teachers were actually prevented from participating in the district's teacher of the year competition. CrossRoads teachers were often excluded from district-wide teacher inservice activities.

Effectiveness as a function of student to teacher ratio was something of a surprise. On the surface, it would appear that programs are more likely to be effective or successful if they have more students per teacher, rather than fewer. Upon closer inspection, however, those less successful programs with low student to teacher ratios also simply had very few students and therefore fewer resources overall. One teacher working with 6-8 students and few textbooks or other resources was typically not as successful as two teachers working with 25-30 students, a bank of computers, and an array of services and resources.

Section 3.7: Evaluation Question 6

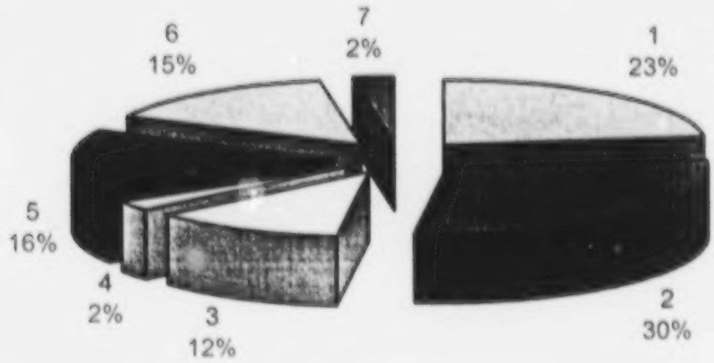
How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?

As discussed in Section 3.2 (Evaluation Question 1), a large difference between the most effective and least effective CrossRoads programs (based on the specified criteria) appeared to be with regard to the support from the Community Collaborative. The more effective schools expressed a good deal of support from their Collaboratives and the Collaboratives were more likely cited on the General Program Information form. The specific contributions of Collaboratives are spelled out in this section.

More than 70 percent of programs reported that their Community Collaborative takes an active role in their program. Approximately half of those programs describe the role of the Collaborative as mentoring and counseling students; that is, interacting with students rather than helping administratively. Interestingly, when asked in what ways the Collaborative could help make the program more effective, most respondents expressed a desire for the Collaborative to provide mentors and counselors for students.

According to the CrossRoads staff survey, 55 percent said that the Community Collaborative members work with them to help students; 52 percent said that the Collaborative "shares with us our goals for the program"; 50 percent said that Collaborative members "worked with us to develop a vision for the program." Only 30 to 35 percent indicated that the Collaborative helps enforce rules and maintain discipline or help students make the transition to the regular school. About 58 percent of staff agreed with the statement that "our Collaborative supports me so that I can serve my students well."

Activities of Community Collaboratives are summarized in Figure 3.7.01 and Figure 3.7.02, and on Table 3.7.01. Figure 3.7.01 shows how often the Community Collaborative of the various sites meet each year, and Figure 3.7.02 shows the size of the membership. A summary of the activities and membership of the Community Collaborative in the CrossRoads sites is shown in Table 3.7.01.



1 = 1 to 2 meetings per year
2 = 3 to 4 meetings per year
3 = 5 to 6 meetings per year
4 = 7 to 8 meetings per year
5 = 9 to 10 meetings per year
6 = 11 to 12 meetings per year
7 = 13 or more meetings per year

Figure 3.7.01. Frequency of Community Collaborative meetings (N=125).

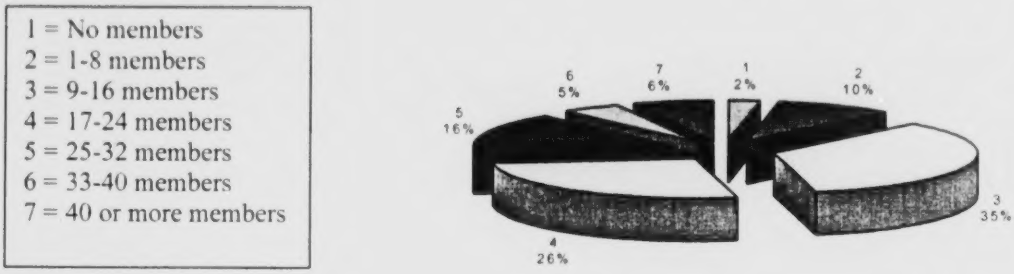


Figure 3.7.02 Number of members in Community Collaboratives (N= 126).

Seventy-three percent (N=121) of the sites reported that more than half their Community Collaborative members attend each meeting. Fifty-one percent reported that more than 60 percent of their members attend each meeting. Seventy-nine percent of programs report that collaborative members take an active role in their CrossRoads program.

Sixty sites reported that an office was available on site for Community Collaborative members. When asked how the Community Collaborative could help make their CrossRoads program more effective, the most frequent responses involved funding, mentoring, tutoring, and improved public relations.

Summary

More than 70 percent of the programs report that their Community Collaborative takes an active role in their program. The programs with active Community Collaborative involvement tend to be the most successful programs. On the down side, some CrossRoads staff members indicated that the negative image of the alternative schools discouraged participation by the Community.

Possible barriers to involvement of the Community Collaborative were suggested by CrossRoads staff through open-ended questions on the CrossRoads Staff Survey. One staff member pointed out that the negative image of the alternative school in the Community discourages involvement of Community members; one staff member even suggested hiring a public relations person. Staff members often worried about the alternative school becoming a dumping ground for regular schools.

Table 3.7.01
Activities and Membership of the Community Collaboratives

Our Community Collaborative:	**% Yes**	**% No**	**Num**
Takes an active role in our day-to-day program.	27.9	55.3	122
Helps plan and support the implementation of our local Crossroads program to meet the needs of our local community.	69.6	20.8	125
Participates in training programs conducted by DOE or the state-level consortium.	28.7	53.3	122
Has developed a technology plan in accord with DOE guidelines.	24.6	41.8	122
Ensures that the needed health and human services are available, coordinated, and uninterrupted at the CrossRoads site, school, and/or other accessible sites in the community.	72.4	14.6	123
Identifies and obtains public and private funding to support the program.	42.7	41.1	124
Evaluates the effectiveness of our local CrossRoads program and used the evaluation results to improve the program.	44.7	31.7	123
The membership of our local collaborative includes at least one representative from each of the following groups:	**% Yes**	**% No**	**Num**
The CrossRoads school staff	96.0	1.6	125
CrossRoads students	58.2	36.1	122
Parents of CrossRoads students	66.1	28.1	121
The local business community	90.5	5.6	126
The local professional community	96.9	.8	127
The local health department	92.9	3.2	126
The Division of Family and Children Services	94.5	2.4	127
The Department of Juvenile Justice	95.0	3.3	121
The local Board of Education	85.0	11.7	120
Our Community Collaborative has merged into other youth-serving collaboratives in our community, as shown below:	**% Yes**	**% No**	**Num**
Family Connection	64.8	21.3	122
Communities In Schools	38.0	43.5	108
Children and Youth Coordinating Council	22.3	50.5	103

Section 3.8: Evaluation Question 7

To what extent are chronically disruptive, committed, and/or non-attending students not being served by CrossRoads?

Over one-third of sites reported lists of students waiting to get into CrossRoads. Some lists contained over 50 names. In a given year, 600-700 students statewide are on these lists. Given the actual enrollments (currently around 14,000 students per year), these numbers indicate that more than 95 percent of those students identified for CrossRoads services actually get into a program. Thus, it would seem that even with backlogs and waiting lists, nearly all students who need alternative education in Georgia are getting it. Specific impediments to access and success are described in this section.

The most difficult group of students to serve is those that enter for chronically disruptive behavior, as opposed to those who enter for specific behavioral incidents related to aggression or illegal behavior. As shown in Table 3.2.02 (page 69), students who enter CrossRoads for illegal actions and aggressive behaviors have a higher rate of return to base school than students who enter for disruptive behavior or rebelliousness. As suggested in the interim (1999) report, different interventions may be necessary for these students. This finding is further supported by comments from base school and CrossRoads teachers and administrators indicating that length of stay and extent of services are insufficient for some students.

Focus group and interview data from are the most useful sources of information to answer this evaluation question, since teachers and administrators from CrossRoads were free to discuss their needs and how they could better serve the students in their program. The issues that emerged are as follows:

- A clear sense that major policy positions (purpose, funding, discipline, etc.) are shared by everyone in the chain of command, from State Board, to local board, to local superintendent, to alternative school staff.
- Better access to resources such as instructional materials, computers, vocational education classes, physical plant, nutrition services, transportation, and health and mental health resources; a clear indication that alternative school programs are considered a regular and integral part of the local educational program.
- Greater access to appropriate staff inservice.
- Better public relations, both through training of alternative school administrators and staff in communicating with the public and more supportive central office staff.
- Greater parental involvement.
- Closer attention to student problems prior to problems causing assignment to alternative schools, such as reading problems and difficulties caused by dysfunctional home lives.

Of several concerns identified during the site visits that did not fall within the purview of the evaluation questions, ineffective public relations was mentioned most often. Most CrossRoads administrators felt that their Community relations were inadequate, and thought Community members misunderstood the programs. Yet most administrators were ill-prepared to mount successful public relations campaigns. The few programs that had successful public relations efforts seemed to benefit from resultant Community support and provision of resources. In a few cases administrators wished for help from the state in this arena.

Chapter 4
Conclusions and Recommendations

In 1994, the Georgia General Assembly appropriated funds establishing an alternative school program administered by the Georgia Department of Education (GDOE). The GDOE established CrossRoads as a categorical, grant-based program to supplement Quality-Based Education (QBE) formula funding for local school systems and others to provide programs to public school students for two purposes:

1. To provide chronically disruptive students, youth committed to a Department of Children and Youth Services (DCYS) facility, and/or non-attending students in grades 6-12 with the social services, individualized instruction, intervention strategies, and/or transitions to other programs that they need to become successful students and good citizens in school and in the larger Community.

2. To make public schools safer and more secure by removing chronically disruptive students in grades 6-12 from the public school classroom.

With regard to the first purpose, evidence strongly suggests that, with the exception of only a few sites, chronically disruptive students and other students targeted by the program have been well served by the CrossRoads schools. Over a period of three years, 43,915 students have entered the program with mostly positive outcomes, as described in more detail in the sections that follow. Information gathered from 43,915 CrossRoads students, 3,300 CrossRoads staff, and hundreds of hours of interviews and site visit observations support this finding.

With regard to the second purpose, evidence gathered from 2,020 base school teachers, counselors, and administrators is overwhelmingly positive. Over 80 percent of base school staff believe that their schools are safer and more conducive to learning with the CrossRoads programs in place, and 75 percent agree that the attitudes and behaviors of students returning from CrossRoads are improved.

This chapter addresses recommendations for strengthening or expanding alternative school initiatives in Georgia.

Framework for the Evaluation

Information for the evaluation, conducted by Measurement Incorporated (MI), came from several different survey instruments administered to students, staff, and administrators at 132 CrossRoads program sites and base schools, intensive on-site interviews with staff and students of programs and base schools, and follow-up surveys of program participants. In all, we collected data from over 40,000 students, 3,000 staff, and several hundred administrators. These data were tabulated and analyzed to yield answers to seven questions formulated to address the two program purposes:

1. Are CrossRoads programs effective in helping chronically disruptive children and youth become successful students and good citizens in the school and larger Community?
2. What are characteristics of effective models used by CrossRoads programs?
3. What are the benefits of the CrossRoads program in terms of student achievement, discipline, graduation rate, dropout rate, promotion rate, recidivism, juvenile justice infractions, employability, participation in post-secondary programs, and/or completion of GEDs?
4. What are the longitudinal effects of the CrossRoads program on the students, as well as on the students' families, teachers, base school, and Community?
5. What are the unintended effects of the CrossRoads program?
6. How does a Community Collaborative contribute to an effective CrossRoads program? What are the barriers to establishing a Community Collaborative?
7. To what extent are chronically disruptive, committed, and/or non-attending students not being served by the CrossRoads programs?

These seven questions have been addressed in detail in chapter three, and, based on the findings, following are recommended courses of action.

Recommendations

We have one general recommendation and seven specific recommendations for the program. The general recommendation is that program funding continue, as the CrossRoads program has proven to be an effective means of addressing the needs of chronically disruptive and other youth, particularly with regard to keeping them in school and greatly increasing their chances of graduating.

Following are the seven specific recommendations:

1. Establish and disseminate program models.
2. Establish clear and rational program goals.
3. Design programs for younger CrossRoads students.
4. Provide program support.
5. Provide an appropriate and up-to-date curriculum and materials.
6. Provide for use of technology.
7. Improve three-way communication.

Recommendation 1. Establish and disseminate program models.

As noted in Section 3.2 (Evaluation Question 2), most program administrators took whatever materials they could find, adapted them to match the needs of their students, and did the best they could with what they had. Very few followed a specific program model. Districts were provided the complete responsibility to design their CrossRoads Programs to address local needs and conditions.

While this gave programs the autonomy necessary to meet local needs, there were and are no program design standards for CrossRoads against which to compare program success. For that reason, the evaluation design included testing for the presence of program characteristics based on a well-documented model which provides evidence that certain program activities will lead to higher probability of success for at-risk students.

The resiliency literature provides a model for helping the at-risk students who are most likely to be those who also engage in the disruptive behavior qualifying them for the CrossRoads Program. While we do not necessarily advocate the resiliency model (see Appendix D for a complete description), we do recommend that its basic elements be carefully considered and that each program be required to submit at least a rationale for its activities that demonstrates a causal link between program characteristics and intended outcomes for a well-defined student population. North Carolina and Florida, as well as other states, have employed a variety of models with success over the past decade and would likely be willing to share information about them.

At-risk disruptive students frequently come from dysfunctional families, have little and poor communication between home and school, believe that they have little control over their lives, do not have goals nor do they have plans for achieving goals, lack hope for their future, and lack coping skills. Programs that successfully address these characteristics are more likely to assist at-risk students to be successful. Several successful program characteristics are provided in Section 3.2, from which some of the most important are paraphrased as follows:

- well-articulated and consistently enforced high standards of discipline [This does not include boot camp or other military-style programs, which offer discipline without genuine interaction. It does include programs in which students and parents participate in and help reinforce discipline policy.]
- actively involved teachers
- strong Community support
- adequate resources
- an effective and active Collaborative
- individualized behavioral and attitudinal exit requirements
- community service requirements
- formal procedures for involving parents
- formal procedures for transition back into the base school

In short, effective programs are purposeful and have clear-cut goals and methods for reaching those goals. While students are treated as human beings with value, the rules are clearly communicated and followed by all.

Recommendation 2. Establish clear and rational program goals.

This recommendation is related to Recommendation 1. It is recommended that clear, consistent goals be publicized for all CrossRoads programs, regardless of the programs' demographics Currently, some CrossRoads staff members are unsure of their exact purpose and what they could be doing to best help the students.

While the vast majority of CrossRoads staff expressed agreement with what alternative programs *should* do, some expressed frustration with the lack of clarity of purpose in their programs. Site observations suggested that while staff in some programs were very clear on the purpose of those programs, other staff were quite unsure about why they were there and what they should be doing for the students. Programs whose teachers believed they had been instrumental in creating and clarifying goals to their programs seemed to support them very strongly.

Recommendation 3. Design programs for younger CrossRoads students.

It is recommended that a change in programming take place due to the major shift in the average student age in CrossRoads programs. This change may involve creating a separate middle school program to meet the needs of the younger students who now attend CrossRoads programs in greater numbers. A major shift in program design would likely include more programs housed in the base school. Sending sixth and seventh graders across the county to an unfamiliar setting seems far less appropriate than doing the same with eleventh graders.

There has been a significant shift toward serving younger students in earlier grade levels over the last three years as shown in 3.3.03 and 3.3.04. Teachers and administrators highlighted the change in age and expressed concern over the ability of the programs, designed for older students, to address the needs of these younger students. Although the program charter authorizes programs for grades 6-12, programs were likely designed for the initial older populations using available resources. New or different resources will be necessary for the younger population now coming to CrossRoads programs.

Recommendation 4. Provide program support.

It is recommended that an organized information dissemination effort be undertaken to make district and base school staff aware of the benefits of CrossRoads programs. This campaign may help increase program acceptance and facilitate the successful return of students to regular schools.

CrossRoads staff frequently expressed the opinion that there was little support for the programs in the regular schools. Many staff thought that students were discriminated against when they returned. Few thought that regular school staff knew much about the programs or the intent of the programs. This was borne out by the large number of teachers in the base school sample expressing unfamiliarity with the program, as well as the large number of them responding that they had "No Information" about program effects or features.

A consistent, organized information dissemination effort might be undertaken to help make schools more aware of the efforts of the CrossRoads programs, which might help increase program acceptance and facilitate the successful return of students to the regular school. Base school teachers and administrators could also be solicited as members of the Collaborative. At one program site visited in FY98, a base middle school administrator sat on the Collaborative. He reported that involvement with the Collaborative increased his understanding of the alternative program and his ability to make use of the alternative placement at his school.

Making district-wide inservice activities more available to CrossRoads staff would also address this issue. By including CrossRoads staff in these activities, informal communication about the program would be encouraged, base school staff would gain a sense of the reality of the CrossRoads program, and CrossRoads staff would receive much-needed training they do not routinely receive now.

Recommendation 5. Provide an appropriate and up-to-date curriculum and materials.

It is recommended that an extensive remediation curriculum be in place for all CrossRoads students, regardless of age. This effort may involve offering more vocational education options for students and may require adjustments for younger students.

Many program teachers and administrators expressed concern over the adequacy of their curricula for the CrossRoads population. Staff expressed concern about the need for extensive remediation for students in all grades and the need for offering a wide variety of educational opportunities, including vocational education, for students in high school. Some sites are currently unable to offer students courses necessary for Georgia's vocational diploma.

Reading is the number one area in which CrossRoads staff said they needed instructional materials and program. As in many other programs of this type, students in middle and high school are frequently disruptive because they cannot attend to the material being covered in class. They cannot attend to the material because they cannot read it. Students with poor reading skills are passed through the system until they become troublemakers. Then they are sent to CrossRoads where there are few or no remedial reading materials or teachers. A small investment in this area would likely yield tremendous payback.

The rapid shift in population age may require program and curricula adjustment for the needs of middle school students. Programs that were originally designed requiring extensive individual effort and responsibility will be much more difficult for these younger students who are becoming so prevalent in the programs. Separate programs may need to be developed to address the needs of the younger students. At the same time, it would be folly to abandon the high school programs simply because younger students tend to represent a better investment.

Finally, many of the students in the program are identified special education students. The number of these students is growing, and preparation to serve this population needs to be strengthened. District-level staff will need to make sure requirements of the Individuals with Disabilities Education Act (IDEA97) are being met and that these students are being properly served while in the CrossRoads Alternative Education Program.

Recommendation 6. Provide for use of technology.

It is recommended that more computers be available for students in all CrossRoads programs. Currently, computers are inconsistently available at various CrossRoads sites.

Some programs have invested substantial capital into sophisticated software selected specifically to facilitate accelerated remediation while others seem to have virtually none. Some of these programs likely utilize these tools very effectively, while some probably use them less effectively. Considering the evidence gathered in this report, indicating increased utilization of computers at the most effective schools, there is a need to characterize effective use of technology in future studies.

Given the level of staffing at most programs, computers would be a great help in the individualization of instruction. A small program with one or two teachers would benefit greatly from the availability of computers for students to use to work on one assignment while the teacher worked with others on a different assignment.

Recommendation 7. Improve three-way communication.

The site visits revealed inconsistencies in three-way communication among the Department, the district, and the local CrossRoads program. Even in the final round of site visits, comments from base school and CrossRoads school staff reflected profound misunderstandings of state policy and law. Many local officials and staff seemed particularly confused about special education requirements, inclusion or exclusion of particularly hard-to-reach students, length-of-stay rules, and permissibility of evening programs. This confusion reveals gaps in communication.

Each year, the Department sponsors statewide CrossRoads meetings for local program directors and staff. Most staff are unable to attend. Therefore, the important information disseminated at that meeting must filter back to them through those who do attend. Written directives, policy statements, and other information from the Department are also filtered through district-level officials and staff. Given the status of many CrossRoads programs in the local hierarchy, it is not surprising that there are gaps in communication.

The Georgia Department of Education has an excellent web site, which contains pages for several agencies within the Department and provides a wealth of information about programs. There is no home page for CrossRoads.

Important policy issues need to be accessible to everyone involved with CrossRoads, including not just local staff but parents, Collaborative members, and potential local supporters. A well publicized and easily accessible CrossRoads home page could be used for frequently asked questions

(FAQ) and routine exchange of information (sometimes known as 'chat'), as well as descriptions of particularly effective programs. The Quality Core Curriculum (QCC) and Georgia Learning Connection (GLC) pages currently function in this manner.

Other informal and formal communication channels are also available. For example, superintendents, curriculum directors, special education directors, principals, testing directors, and other groups hold periodic meetings to discuss issues relevant to their responsibilities. To the extent that these responsibilities directly or indirectly include CrossRoads concerns, it would be helpful to have a representative or at least printed materials about CrossRoads available at those meetings. A policy hot line featuring pre-recorded policy statements is another example of an effective communication tool that could be used to disseminate important information without unduly burdening Department staff. This concept has been successfully implemented by many states and local districts for topics ranging from homework to operating hours to state law. Brochures and other mass media are likely to have less effect because they are likely to be filtered through intermediaries and might not reach a large portion of the intended audience.

These recommendations are offered to make a good program better. Although some disappointments in the overall effectiveness of the CrossRoads program in Georgia were found, there is much for which the Department and local program directors and staff can be proud. Statewide, the program is both beneficial and cost-effective.

Some local programs work better than others, and some groups of students are better served than others. The successes of the more effective programs need to be widely disseminated so that they might become more common. Directors and staff of less successful programs need to examine the characteristics and procedures of those more successful programs. The seven recommendations offered here should help all programs, regardless of current level of success.

APPENDIX A
Data Collection Forms

INFORMATION FROM ALL 132 PROGRAM SITES

Exhibit 1	General Program Information Questionnaire (Program Profile)
Exhibit 2a	Student Intake and Exit Information Form
Exhibit 2b	Student Intake and Exit Information Form Instruction Manual
Exhibit 2c	Scannable Forms Header Data Sheet
Exhibit 2d	Forms Cover-Letter to All Sites (October 06, 1999)
Exhibit 3a	Student Intake and Exit Addendum Form
Exhibit 3b	Student Intake and Exit Addendum Instructions
Exhibit 4a	CrossRoads School Staff Survey Questionnaire
Exhibit 4b	CrossRoads School Staff Survey Questionnaire Answer Sheet

Tables A.01 through **A.09** CrossRoads Staff Survey Variables

INFORMATION FROM 34 INTENSIVE EVALUATION SITES

Exhibit 5a	Base (referring) School Staff Survey Questionnaire
Exhibit 5b	Base (referring) School Staff Survey Questionnaire Answer Sheet

Tables A.10 theough **A.13** Base School Staff Survey Variables

Exhibit 6a	Student Follow-up Report Form
Exhibit 6b	Student Follow-up Report Form Instructions
Exhibit 7a	Student Focus Group Introduction and Protocol
Exhibit 7b	Teacher Focus Groups Introduction and Protocol
Exhibit 7c	CrossRoads Program Administrator Interview Protocol
Exhibit 7d	Base (referring) School Administrator Interview Protocol

Georgia CrossRoads Programs Evaluation
GENERAL PROGRAM PROFILE: 1999-2000 School Year

INSTRUCTIONS: This is the third and final year of the Georgia DOE CrossRoads Programs evaluation. The following information, to be completed by the school administrator or designate, provides a comprehensive overview of the programs designed to serve a unique population of Georgia students. It allows us to compare the resources and services available to your staff and students, and the composite data will be included in an extensive report with recommendations which GDOE will subsequently present to the Georgia State Legislature.

Most of these questions were asked of you last year, and you may wish to refer to your 1998-1999 General Program Information form as you complete this new one. Please return this completed form in the enclosed prepaid and preaddressed envelope by Monday, October 25, 1999.

School Name____

Mailing Address____

____

Phone____________ **Fax**____________ **CrossRoads #**________

e-mail address____

School Administrator's name________________________________

PART I. PROGRAM SIZE AND CHARACTERISTICS

NO.	SCHOOL ENROLLMENT	ALL YOUR STUDENTS	CrossRoads ONLY
01	What is your *maximum* enrollment capacity?		
02	What is your total enrollment as of October 15, 1999?		
03	How many CrossRoads students do you serve who are funded through State DOE allocations?		
04	How many CrossRoads students do you expect to serve during the 1999-2000 school year?		

05		Where is your CrossRoads Program located? (please circle the primary location only)
	a	within a regular school
	b	within a regular school but during separate hours
	c	on a regular school campus in a separate facility
	d	on a separate campus in a separate facility
	e	in a community-based learning center
	f	other (please specify):

06		What is the length of your grading period?
	a	quarter (60 days)
	b	semester (90 days)
	c	other (specify below)

Exhibit 1

NO.	OTHER PROGRAM CHARACTERISTICS	YES	NO
07	Does your program administer the Georgia High School Graduation Tests?	○	○
08	Does your program grant diplomas?	○	○
09	Can your program refuse to accept students?	○	○
10	Do you offer day classes?	○	○
11	Do you offer night classes?	○	○
12	Do you offer ESOL classes?	○	○
13	Do you offer vocational classes?	○	○
14	Do you offer conflict-resolution classes?	○	○
15	Are students able to do schoolwork at their own pace, before or after school, in order to earn extra Carnagie Units? (e.g. Mastery Learning)	○	○
16	Do you offer a competency-based program that allows students to learn and earn credits at their own pace? (if *Yes*, please specify the type of program you provide) __________ __________ __________	○	○
17	Do you have a waiting list for CrossRoads students to enter your program? (if *Yes*, how many students are on the waiting list?________	○	○

18. What percentage of your CrossRoads students are eligible for free or reduced lunch? _____%

19. Please list extracurricular activities offered by your program, if any.

a.______________________________

b.______________________________

c.______________________________

d.______________________________

e.______________________________

f.______________________________

NO.	ADDITIONAL PROGRAM CHARACTERISTICS	YES	NO
20	Can students enter your program without disciplinary referral from the home (base, referring) school? (if *Yes*, under what circumstances?) a. ____ b. ____ c. ____ d. ____	○	○
21	Are students required to sign a contract when entering your program? (if *Yes*, please list the major points of the contract) a. ____ b. ____ c. ____ d. ____	○	○
22	Are parents required to sign a contract when a student enters your program? (if *Yes*, please list the major points of the contract) a. ____ b. ____ c. ____ d. ____	○	○

			Yes	No
23	Are any vocational options available to students in your program? (please check all that apply)			
	a	classes are taught on our site.	○	○
	b	classes are offered at our system's vocational center	○	○
	c	classes are offered elsewhere in the community (please describe below)	○	○

____

____

24	Which instructional options does your program utilize most frequently? (circle all that apply)			
	a	direct on-site instruction	f	integrated curriculum
	b	post-secondary options	g	instruction in private industry
	c	summer school	h	apprenticeship with community business
	d	distance learning	i	interactive tellecomunication from other system sites
	e	special education		

25	Which type(s) of scheduling does your program use? (circle ALL that apply to your school)						
	a	Traditional 50-minute periods	d	Individualized	g	8-Block	
	b	Minimal Day	e	Parallel Blocks	h	Other Block	
	c	Minimal Week	f	4 x 4 Blocks	i	Other (please describe below)	

For item 26 (below) please check ALL services that you offer your students on site.

For item 27 (below) please check ALL services available off site that are arranged by your CrossRoads school for your students.

code	SERVICES PROVIDED	26 PROVIDED ON-SITE		27 AVAILABLE OFF-SITE	
		YES	NO	YES	NO
01	before or after school classes (Carnagie Units)	○	○	○	○
02	before/after school tutoring	○	○	○	○
03	in-school remediation	○	○	○	○
04	GED preparation	○	○	○	○
05	special education	○	○	○	○
06	vocational training	○	○	○	○
07	social and life-skills training	○	○	○	○
08	child-care services	○	○	○	○
09	mentoring	○	○	○	○
10	Big Brother/Big Sister	○	○	○	○
11	peer mediation	○	○	○	○
12	family counseling	○	○	○	○
13	guidance/school counseling	○	○	○	○
14	mental health services	○	○	○	○
15	social services	○	○	○	○
16	health services	○	○	○	○
17	public assistance	○	○	○	○
18	probationary services	○	○	○	○
19	drug awareness/counseling	○	○	○	○
20	other (please specify below	○	○	○	○

PART II : FACULTY AND STAFF INFORMATION

Faculty and staff who work with CrossRoads students at your school

		a	b	c	d	e	f
	STAFF	Admin.	Teachers	Counselors	Aides	Other	TOTALS
28	Full-Time						
29	Part-Time						
						Totals	

	How many of your teachers/counselors have certificates in the following areas?	(a) Full Time	(b) Part Time	(c) totals
30	Special Education			
31	Vocational Education			
32	Business Education			

		AVERAGE HRS/WK
33	What is the *approximate* average number of hours your part-time instructors work during the week? (if no part-time instructors, mark "0")	

34 On the table below, please show the number of staff assigned to your school by position and by the years of total school-related experience (regular and CrossRoads experience). These numbers are for both full-time and part-time staff who work directly with the students.

ROLE	0-1 year	2-3 years	4-5 years	6-7 years	8-9 years	10+ years
	a	b	c	d	e	f
1. Administrator						
2. Teachers						
3. Counselors						
4. Aides						
5. Other						

140

35	What training is offered for your staff ? (Communication, Group Process, Problem Solving, Limit-setting , etc). Who provides the training? (program inservice, school system, outside contractor).	
	Training Available to Staff	Training Provided by
a		
b		
c		
d		

36	What training would you like to provide for your staff that is NOT presently available?	
	Training Not Prsently Available	Potential Provider
a		
b		
c		
d		

PART III: TECHNOLOGY

37	Do you offer classes in computer skills to your students?	YES ○	NO ○
38	Do you have Internet access?	YES ○	NO ○

39	If number 38 is *Yes*, what proportion of each of the following uses your Internet?			
	a. Students	b. Teachers	c. Counselors	d. Administration
	%	%	%	%

40 If Number 38 is *Yes*, in what ways is your school Internet used? (e.g. research projects, teaching materials, e-mail, interactive teaching etc.). Who uses it?

a.____________________

b.____________________

c.____________________

d.____________________

How many computers in your school	41	number available for use at all times	42.	hours/week used for instructional purposes?
are dedicated for student use?	a		a	
are dedicated for teacher use?	b		b	
are dedicated for counselor use?	c		c	
are dedicated for administration/office?	d		d	

43	**Where are the computers for student use located? (circle all that apply)**					
	a	in the classroom	b	in a computer lab	c	at a location separate from the program
	d	Other (please specify)				

44. In what ways do your teachers use computers as an educational tool?

a.____

b.____

c.____

d.____

45. What major computer software programs do your students use for instructional purposes?

a.____

b.____

c.____

d.____

PART IV: EXIT REQUIREMENTS

46	Does your school have any requirements regarding students length of stay? (include all that apply)	a	none	b	minimum	c	maximum
			○		months		months

What BASIC requirements must be met by the student before s/he returns to regular school or graduates from your program? (circle only ONE in each of these three categories)

47	Behavioral Requirements	48	Academic Requirements	49	Community Service Requirements
a	none	a	none	a	none
b	general, such as "Follow Rules" or "Show appropriate behavior"	b	general, such as "Student must make an honest effort"	b	none, but our school is interested in or planning to implement them
c	show improved behavior according to an individualized plan	c	general improvement in academic performance	c	none, but activities are offered to students
d	judged on conduct grade or a specific number of disciplinary referrals	d	pass a specific number of his/her classes	d	some, such as "Student must complete a minimum number of hours"
e	achievement of a certain level of behavior	e	pass all classes or achieve grade level in all subjects	e	regular service required such as "participating in a weekly program"
f	Other (please specify below)	f	Other (please specify below)	f	Other (please specify below)

50. What other requirements (if any) must be met by the student before s/he returns to regular school or graduates from your program?

a. ________________________________

b. ________________________________

c. ________________________________

d. ________________________________

PART V: COMMUNITY COLLABORATIVE

		please circle one of the below letters						
51	How many members does your Community Collaborative have?	none	1-8	9-16	17-24	25-32	33-40	41+
		a	b	c	d	e	f	g

52	How often does your Community Collaborative meet each year?	1-2	3-4	5-6	7-8	9-10	11-12	13+
		a	b	c	d	e	f	g
53	What *average* number of members attend each meeting?	20%	30%	40%	50%	60%	70%	80+%
		a	b	c	d	e	f	g

54	Our community Collaborative	Yes	No	?	N/A
a	takes an active role in our day-to-day program	○	○	○	○
b	helps plan and supports the implementation of our local CrossRoads program to meet the needs of our local community.	○	○	○	○
c	participates in training programs conducted by DOE or the state-level consortium.	○	○	○	○
d	has developed a technology plan in accord with DOE guidelines.	○	○	○	○
e	ensures that the needed health and human services are available, coordinated, and uninterrupted at the CrossRoads site, school, and/or other accessible sites in the community.	○	○	○	○
f	identifies and obtains public and private funding to support the program.	○	○	○	○
g	evaluates the effectiveness of our local CrossRoads program and uses the evaluation results to improve the program.	○	○	○	○

55	The membership of our local Collaborative includes at least one representative from each of the following groups:	Yes	how many	No	?	N/A
a	the CrossRoads school staff	○		○	○	○
b	CrossRoads students	○		○	○	○
c	parent(s) of CrossRoads students	○		○	○	○
d	the local business community (entrepreneurs)	○		○	○	○
e	the local professional community (accountants, attorneys, law enforcement officers, religious leaders, physicians, educators)	○		○	○	○
f	the local health department	○		○	○	○
g	the Division of Family and Children Services (caseworkers, counselors, administrators)	○		○	○	○
h	the Department of Juvenile Justice (probation/parole officers, judges, court officials or administrators)	○		○	○	○
I	the local Board of Education	○		○	○	○
j	Other (specify)	○		○	○	○

56	Our Community Collaborative has merged into other youth-serving collaboratives in our community, as shown below:	Yes	No	?	N/A
a	Family Connection	○	○	○	○
b	Communities in Schools	○	○	○	○
c	Children and Youth Coordinating Council	○	○	○	○
d	Other (specify)	○	○	○	○

57	Do any Collaborative members take an active role in your program?	Yes ○	No ○

If 57 is *Yes*, please provide the following information about the members in the table below:

(a) office available on site?		(b) member background? (probation officer, business, Principal, counselor, etc.)	(c) In what ways do these members participate in your program? (counseling, mentoring, teaching, coaching, group activities, etc.)	(d) how many hours weekly?
yes	no			
○	○			
○	○			
○	○			
○	○			
○	○			

58. In what ways (if any) do you think the Collaborative could help make your program stronger and/or more effective than it is now?

a.____

b.____

c.____

PART VI: OTHER ASPECTS OF THE PROGRAM

59	In what ways do students participate in developing programs and rules in your school? (circle ALL that apply)
a	no participation
b	student input sought informally
c	student input sought formally through surveys or meetings
d	student input through their student government organization
e	participation in Collaborative or some other forum
f	other (specify participation)

60	In what ways do parents participate in developing programs and rules in your school? (circle ALL that apply)
a	no involvement
b	presence is encouraged at orientation
c	presence is required at orientation
d	presence is encouraged at PTA meetings
e	presence is required at PTA meetings
f	parent education programs are offered
g	parents are informed of student absence, trouble
h	presence is required for student absence, trouble
i	other (specify nature of parental involvement)

61	Which processes for transitioning students *into* your program apply? (circle ALL that apply)
a	no process
b	intake interview (student only)
c	intake interview (with student and family)
d	intake group (students only)
e	intake group (with students and families)
f	orientation program (students)
g	orientation program (students and families)
h	other (please describe)

62	Which processes for transitioning students *back* into regular school are used in your program? (circle ALL that apply)
a	no process
b	exit interview with student only
c	exit interview with student and family
d	exit group meeting (students only)
e	exit group meeting (students and families)
f	orientation program (students only)
g	orientation program (students and families)
h	program and home-school staff discuss student
I	home-school counseling for students is arranged
j	home-school mentor contacts for students set up
k	home-school support progras for students set up (please describe)

63	Do you use any activities or programs designed to encourage the development of trusting relationships between students and staff? (if *Yes*, briefly give the name, source, and description of the program)	Yes ○	No ○

64	Do you have activities or program practices in place to motivate students and/or to recognize student successes and students who perform to expectations? (if *Yes*, briefly describe the activities and programs)	Yes ○	No ○

65	Do you use a particular model for your program [for example, have you adopted a published program for at-risk students or adopted a particular process from another CrossRoads program, or perhaps developed, delineated, and published your own program]? (if *Yes*, please give the name, reference, and description of the program)	Yes ○	No ○

66. List and describe innovations you believe are especially valuable in your program:

Innovation Description	Value to Your Program
a.	
b.	
c.	

CrossRoads Student INTAKE Information Form

Student Name ____________________

1. Student I.D. Number

○ SSN ○ FTE

⓪	⓪	⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①	①	①
②	②	②	②	②	②	②	②	②
③	③	③	③	③	③	③	③	③
④	④	④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨	⑨	⑨

2. Birth Date

Month	Year			
○ Jan				
○ Feb				
○ Mar	⓪	⓪	⓪	⓪
○ Apr	①	①	①	①
○ May	②	②	②	②
○ June		③	③	③
○ July		④	④	④
○ Aug		⑤	⑤	⑤
○ Sept		⑥	⑥	⑥
○ Oct		⑦	⑦	⑦
○ Nov		⑧	⑧	⑧
○ Dec		⑨	⑨	⑨

3. Race

- ○ African, African American
- ○ Alaskan Native
- ○ American Indian
- ○ Asian, Pacific Islander
- ○ Hispanic, Latino
- ○ Multi-Racial
- ○ White
- ○ Other

4. Gender

- ○ Female
- ○ Male

5. Type of School Year

- ○ Quarter
- ○ Semester

6. Entry Date

Month	Year			
○ Jan				
○ Feb				
○ Mar	⓪	⓪	⓪	⓪
○ Apr	①	①	①	①
○ May	②	②	②	②
○ June		③	③	③
○ July		④	④	④
○ Aug		⑤	⑤	⑤
○ Sept		⑥	⑥	⑥
○ Oct		⑦	⑦	⑦
○ Nov		⑧	⑧	⑧
○ Dec		⑨	⑨	⑨

7. Base/Home School Code (School from which the student was referred)

⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①
②	②	②	②	②	②	②
③	③	③	③	③	③	③
④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨

8. Days Enrolled in Previous School Session

ENROLLED			ABSENT		
⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①
②	②	②	②	②	②
③	③	③	③	③	③
④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨

9. Coursework achievement prior to entry in CrossRoads

01	Courses taken this term	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
02	Courses passing	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
03	Courses failing	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
04	Credits received	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨

10. Grade Level at Time of Admission to CrossRoads

④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩ ⑪ ⑫

11. Student's Classification

- ○ Regular (NOT Special Education)
- ○ ADD/ADHD
- ○ Special Education (specify)
  - ○ Behavior Disordered
  - ○ Learning Disabled
  - ○ Other Special Education

12. How was the CrossRoads Placement Initiated? (mark only one)

CODE	TYPE OF PLACEMENT
01	○ Continuing Enrollment from Prior Term
02	○ Voluntary Self-Referral (no due process)
03	○ Parental Request (no due process)
04	○ Local School Assignment (standard process)
05	○ Preemptive Intervention (chronic disruption)
06	○ Collaborative Referral
07	○ Tribunal/Expulsion
08	○ Juvenile Authorities
09	○ Other Placement Process

13. Reasons for Student Entry into CrossRoads.

Select ONE primary reason in the first column.
Select ALL OTHER reasons in the second column.

CODE	REASON	Primary Reason	All Other Reasons
01	○ Continuing Enrollment from Prior Term	○	○
02	○ Returning DJJ Student	○	○
03	○ Dropout Recovery	○	○
04	○ Special Education Placement/IEP	○	○
05	○ Pregnancy or Birth	○	○
06	○ Chronic Truancy	○	○
07	○ Disruptive or Rebellious Behavior	○	○
08	○ Aggressive Behavior	○	○
09	○ Illegal Behavior (refer to section 14)	○	○
10	○ Other Reasons not Listed	○	○

PLEASE DO NOT SEPARATE THE EXIT FORM FROM THE INTAKE FORM

Page 1 Intake Form

Exhibit 2a

PLEASE DO NOT WRITE IN THIS AREA

☐■■■○○■○○○■○■○■■○○○○○○○○

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14. Illegal Behaviors—if selected in #13 as the primary reason (mark ALL that apply)
○ Hard drugs (crack cocaine, heroin, etc.)
○ Soft drugs (marijuana, tobacco, etc.)
○ Alcohol (beer, wine, whiskey, etc.)
○ Felony weapons (guns, knives, etc.)
○ Misdemeanor weapons (clubs, baseball bat, etc.)
○ Serious vandalism (arson, explosives, etc.)
○ Other vandalism (property defacing or destruction)
○ Other illegal behaviors (ie. gang fight, assault, etc.)

15. The students disruptive behaviors have MOST FREQUENTLY occurred in which of these settings?

Location	Primary (one)	All that apply
In the classroom	○	○
In school (outside of class)	○	○
On or related to the school bus	○	○
Out of school	○	○

16. During the past 30 days prior to entry, how many times was the student sent to the office for inappropriate behaviors?	17–20 FREQUENCY OF DISCIPLINARY PROBLEMS AND ACTIONS During the past Quarter or Semester prior to entering your CrossRoads Program, how many times did the student . . .			
	17. receive an in-school suspension?	18. receive an out-of-school suspension?	19. appear before a tribunal but was not expelled or transferred?	20. get expelled from school?
○ None	○ None	○ None	○ None	○ None
○ 1–2	○ 1	○ 1	○ 1	○ 1
○ 3–4	○ 2	○ 2	○ 2 or more	○ 2 or more
○ 5–9	○ 3	○ 3		
○ 10–14	○ 4	○ 4		
○ 15 or more	○ 5 or more	○ 5 or more		

21. Services recommended for the student, while s/he is in the CrossRoads Program:

POTENTIAL SERVICES		RECOMMENDED YES	RECOMMENDED NO	AVAILABLE? YES	AVAILABLE? NO
01	before or after school class (extra Carnagie units)	○	○	○	○
02	before/after school tutoring	○	○	○	○
03	in-school remediation	○	○	○	○
04	GED preparation	○	○	○	○
05	special education	○	○	○	○
06	vocational training	○	○	○	○
07	life skills training	○	○	○	○
08	child care	○	○	○	○
09	mentoring	○	○	○	○
10	Big Brother/Big Sister	○	○	○	○
11	mental health services	○	○	○	○
12	social services	○	○	○	○
13	health services	○	○	○	○
14	public assistance	○	○	○	○
15	probationary services	○	○	○	○
16	drug counseling	○	○	○	○
17	Other	○	○	○	○

22. Your CrossRoads Number assigned by Measurement Incorporated (MI)

GDOE School District			MI assigned CrossRoads Code Number			
⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①
②	②	②	②	②	②	②
③	③	③	③	③	③	③
④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨

Page 2 Intake Form

CrossRoads Student EXIT Information Form

Student Name ______________________________

1. Student I.D. Number

○ SSN ○ FTE

⓪	⓪	⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①	①	①
②	②	②	②	②	②	②	②	②
③	③	③	③	③	③	③	③	③
④	④	④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨	⑨	⑨

2. Exit Date

Month	Year			
○ Jan				
○ Feb				
○ Mar	⓪	⓪	⓪	⓪
○ Apr	①	①	①	①
○ May	②	②	②	②
○ June		③	③	③
○ July		④	④	④
○ Aug		⑤	⑤	⑤
○ Sept		⑥	⑥	⑥
○ Oct		⑦	⑦	⑦
○ Nov		⑧	⑧	⑧
○ Dec		⑨	⑨	⑨

3. Number of Days Enrolled while in CrossRoads program

ENROLLED			ABSENT		
⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①
②	②	②	②	②	②
③	③	③	③	③	③
④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨

4. Specific Type of CrossRoads Program

- ○ Long Term
- ○ Short Term
- ○ Full Time
- ○ Part Time
- ○ Day
- ○ Evening

5. Grade level at time of exit

④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩ ⑪ ⑫

6. Coursework achievement during stay at CrossRoads

01	Courses taken this term	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
02	Courses passing	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
03	Courses failing	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
04	Credits received	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨

7. Disciplinary referrals and action taken while at CrossRoads

DISRUPTIVE Behavior	Referrals	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
	Actions	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
AGGRESSIVE Behavior	Referrals	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
	Actions	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
ILLEGAL Behavior	Referrals	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
	Actions	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩

8. REASON FOR EXIT FROM CrossRoads PROGRAM (use these code numbers for the multiple Intake/Exit format on page 4)

CODE	REASON	PRIMARY	ALL
01	**Still Enrolled—will return next term**	○	○
02	Graduated with Diploma	○	○
03	Received GED	○	○
04	Transferred to GED Program	○	○
05	Transition to Home Base School	○	○
06	Transferred to a Technical School	○	○
07	Enrolled in Job Corps	○	○
08	Job Placement	○	○
09	Moved Away from Area	○	○
10	Removed for Lack of Attendance	○	○
11	Dropped Out of School	○	○
12	Pregnancy or Birth of Child	○	○
13	Expelled from School	○	○
14	Placed in DJJ Program	○	○
15	Placed in Adult Jail	○	○
16	Medical Problems or Death	○	○
17	Other Reason not Stated Above	○	○
18	No Reason Given	○	○

9. Services Provided during student's stay at CrossRoads

	SERVICES PROVIDED (mark ALL that apply)	While at CrossRoads	Should continue after exit
01	before or after school class (for extra Carnagie units)	○	○
02	before/after school tutoring	○	○
03	in-school remediation	○	○
04	GED preparation	○	○
05	special education	○	○
06	vocational training	○	○
07	life skills training	○	○
08	child care	○	○
09	mentoring	○	○
10	Big Brother/Big Sister	○	○
11	mental health services	○	○
12	social services	○	○
13	health services	○	○
14	public assistance	○	○
15	probationary services	○	○
16	drug counseling	○	○
17	Other	○	○

PLEASE DO NOT SEPARATE THE EXIT FORM FROM THE INTAKE FORM

10. Multiple Intake/Exit Activity during the 1999–2000 school year. This section is to be completed when the same student enters and exits your CrossRoads school program more than once in the same Semester or Quarter. *See the Instruction Manual for specific details about this procedure.*

SECOND INTAKE			SECOND EXIT				
Month	**How referral made?**	**Why student return?**	**Month**	**Why did the student leave your program?**		**Days attended school**	**Behavior problems observed during this period?**
July ○			July ○				
Aug ○			Aug ○				
Sept ○	01 ○	01 ○	Sept ○			⓪ ⓪ ⓪	
Oct ○	02 ○	02 ○	Oct ○	01 ○	10 ○	① ① ①	
Nov ○	03 ○	03 ○	Nov ○	02 ○	11 ○	② ② ②	
Dec ○	04 ○	04 ○	Dec ○	03 ○	12 ○	③ ③ ③	
Jan ○	05 ○	05 ○	Jan ○	04 ○	13 ○	④ ④ ④	none ○
Feb ○	06 ○	06 ○	Feb ○	05 ○	14 ○	⑤ ⑤ ⑤	1–2 ○
Mar ○	07 ○	07 ○	Mar ○	06 ○	15 ○	⑥ ⑥ ⑥	3–4 ○
Apr ○	08 ○	08 ○	Apr ○	07 ○	16 ○	⑦ ⑦ ⑦	5–9 ○
May ○	09 ○	09 ○	May ○	08 ○	17 ○	⑧ ⑧ ⑧	10–14 ○
June ○		10 ○	June ○	09 ○	18 ○	⑨ ⑨ ⑨	15+ ○

THIRD INTAKE 1999–2000			THIRD EXIT 1999–2000				
Month	**How referral made?**	**Why student return?**	**Month**	**Why did the student leave your program?**		**Days attended school**	**Behavior problems observed during this period?**
July ○			July ○				
Aug ○			Aug ○				
Sept ○	01 ○	01 ○	Sept ○			⓪ ⓪ ⓪	
Oct ○	02 ○	02 ○	Oct ○	01 ○	10 ○	① ① ①	
Nov ○	03 ○	03 ○	Nov ○	02 ○	11 ○	② ② ②	
Dec ○	04 ○	04 ○	Dec ○	03 ○	12 ○	③ ③ ③	
Jan ○	05 ○	05 ○	Jan ○	04 ○	13 ○	④ ④ ④	none ○
Feb ○	06 ○	06 ○	Feb ○	05 ○	14 ○	⑤ ⑤ ⑤	1–2 ○
Mar ○	07 ○	07 ○	Mar ○	06 ○	15 ○	⑥ ⑥ ⑥	3–4 ○
Apr ○	08 ○	08 ○	Apr ○	07 ○	16 ○	⑦ ⑦ ⑦	5–9 ○
May ○	09 ○	09 ○	May ○	08 ○	17 ○	⑧ ⑧ ⑧	10–14 ○
June ○		10 ○	June ○	09 ○	18 ○	⑨ ⑨ ⑨	15+ ○

FOURTH INTAKE 1999–2000			FOURTH EXIT 1999–2000				
Month	**How referral made?**	**Why student return?**	**Month**	**Why did the student leave your program?**		**Days attended school**	**Behavior problems observed during this period?**
July ○			July ○				
Aug ○			Aug ○				
Sept ○	01 ○	01 ○	Sept ○			⓪ ⓪ ⓪	
Oct ○	02 ○	02 ○	Oct ○	01 ○	10 ○	① ① ①	
Nov ○	03 ○	03 ○	Nov ○	02 ○	11 ○	② ② ②	
Dec ○	04 ○	04 ○	Dec ○	03 ○	12 ○	③ ③ ③	
Jan ○	05 ○	05 ○	Jan ○	04 ○	13 ○	④ ④ ④	none ○
Feb ○	06 ○	06 ○	Feb ○	05 ○	14 ○	⑤ ⑤ ⑤	1–2 ○
Mar ○	07 ○	07 ○	Mar ○	06 ○	15 ○	⑥ ⑥ ⑥	3–4 ○
Apr ○	08 ○	08 ○	Apr ○	07 ○	16 ○	⑦ ⑦ ⑦	5–9 ○
May ○	09 ○	09 ○	May ○	08 ○	17 ○	⑧ ⑧ ⑧	10–14 ○
June ○		10 ○	June ○	09 ○	18 ○	⑨ ⑨ ⑨	15+ ○

Page 4 Exit Form

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Georgia
CrossRoads Programs

Student INTAKE/EXIT
Information Forms

CrossRoads
Programs
Evaluation

INSTRUCTIONS FOR FORMS COMPLETION

August 1999 - May 2000

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Exhibit 2b

Georgia CrossRoads Evaluation Project
Instructions for completing the 1999-2000 Intake/Exit Forms

01. ARE THESE THE SAME FORMS WE USED FOR THE 1998-1999 SCHOOL YEAR?

No. These 1999-2000 Intake/Exit forms have been revised based on suggestions from several CrossRoads Directors over the past year. We have tried to simplify the forms without losing the important information needed for the final year of this three-year evaluation.

If you have any of last-year's aqua-colored Intake/Exit forms left over, please destroy them.

02. DO WE HAVE TO COMPLETE THESE FORMS FOR EVERY STUDENT IN OUR PROGRAM, EVEN IF THE STUDENT WAS HERE ONLY A FEW DAYS?

Yes. Each student must be counted as having received your services. In some cases a student may be enrolled but not attend, and this information is equally important.

03. WHEN ARE THE COMPLETED FORMS DUE FOR THE 1999-2000 SCHOOL YEAR?

- The first batch is due to ARRIVE at Measurement Incorporated NO LATER THAN **Friday, January 21, 2000**.
- The second batch is due to ARRIVE at Measurement Incorporated NO LATER THAN **Friday, May 05, 2000**.

04. WHICH STUDENTS' FORMS ARE DUE ON JANUARY 21, 2000?

- For students who entered and exited your program between **August 1999** (the beginning of the Fall Semester or Quarter) and **January 2000** (the end of the first half of the school year), complete ***both*** Intake and Exit forms.
- For *continuing students* who were enrolled in your program prior to **August 1999**, and exited on or before the end of the first half of the school year (**January 2000**), complete ***both*** Intake and Exit forms.

05. WHICH STUDENTS' FORMS ARE DUE ON May 05, 2000?

- For students who entered and exited your program during the last half of the school year (within the period between **February** and **May**), complete ***both*** Intake and Exit forms.
- For *continuing students* who entered your program prior to **August 1999** but exited during the last half of the school year (between **February** and **May 2000**), complete ***both*** Intake and Exit forms.
- For **ALL** students who will continue into the next school year **(after May 2000)**, complete ***both*** Intake and Exit forms, enter "Still enrolled—will return next term" (Section 8 on the Exit form) as the **primary** reason for Exit.

06. On occasion, our school has run out of Intake/Exit forms. If that occurs, why can't we just make copies of a blank form and use those?

Two reasons. First, each I/E form is coded with its own 5-digit number, so copies would replicate the same number. Secondly, our scanners cannot accurately read copies. Both of these conditions cause problems.

07. We have some students who enter and exit our program several times during the school year. Do we have to fill in a new I/E form every time?

Not this year! MI has added a new category on the Intake form,"Multiple Intake/ Exit Activity," (item 10 on page 4) which should simplify the process by allowing your school to use the same form each time a student enters or leaves your program during the regular school year.

08. Our school has two 4-digit code numbers: one assigned by GDOE and the other by Measurement Incorporated. How can I tell which number to use when I fill out the pink header sheet?

The best method is to identify your 3-digit city or county District Code (for example, Floyd County Schools is Code No. 657), and then add a zero to it, so Floyd County Transitional Academy MI code would be 6570. This is true in most cases, except where there is more than one CrossRoads Program in the same district (such as DeKalb County, Code No. 644, which has MI codes 6440, 6441, 6442, and 6443).

09. Why is it so urgent that we have to send these forms to arrive by the due dates?

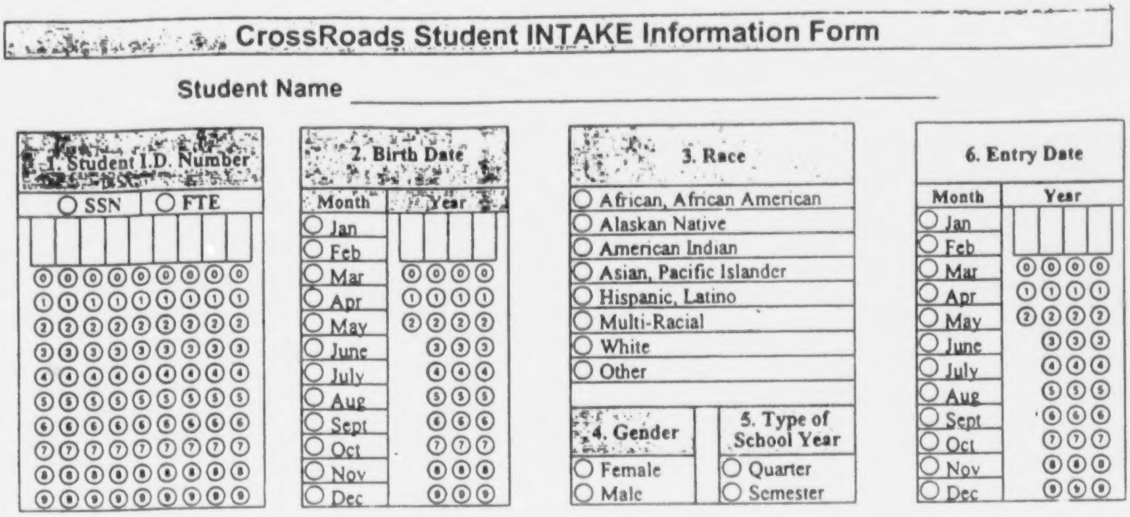
The forms must all be screened by MI staff to make sure all the data are bubbled in and the forms are accompanied by a completed header sheet. Then the forms go to data processing for scanning, and the print-outs are sent to our researcher in Atlanta for review, interpretation, and evaluation. This process takes several weeks, and we are on a very tight timetable.

10. When is this evaluation going to be completed and how will the information be used?

This is the third and final year of the evaluation. You will be done in early May 2000 as soon as you have sent us all of your completed forms. At that point our consulting researchers will review all the data and write a comprehensive report for the Georgia Department of Education. Subsequently, GDOE will submit the findings to the Georgia State Legislature as one of many decision-making tools regarding continued funding for the CrossRoads programs.

11. When will we get feedback about our CrossRoads program evaluation?

That will be determined by GDOE.



CrossRoads Student INTAKE Information Form

Student Name ______________________________

1. Student I.D. Number

○ SSN ○ FTE

⓪⓪⓪⓪⓪⓪⓪⓪⓪
①①①①①①①①①
②②②②②②②②②
③③③③③③③③③
④④④④④④④④④
⑤⑤⑤⑤⑤⑤⑤⑤⑤
⑥⑥⑥⑥⑥⑥⑥⑥⑥
⑦⑦⑦⑦⑦⑦⑦⑦⑦
⑧⑧⑧⑧⑧⑧⑧⑧⑧
⑨⑨⑨⑨⑨⑨⑨⑨⑨

2. Birth Date

Month	Year
○ Jan	
○ Feb	
○ Mar	⓪⓪⓪⓪
○ Apr	①①①①
○ May	②②②②
○ June	③③③
○ July	④④④
○ Aug	⑤⑤⑤
○ Sept	⑥⑥⑥
○ Oct	⑦⑦⑦
○ Nov	⑧⑧⑧
○ Dec	⑨⑨⑨

3. Race

○ African, African American
○ Alaskan Native
○ American Indian
○ Asian, Pacific Islander
○ Hispanic, Latino
○ Multi-Racial
○ White
○ Other

4. Gender

○ Female
○ Male

5. Type of School Year

○ Quarter
○ Semester

6. Entry Date

Month	Year
○ Jan	
○ Feb	
○ Mar	⓪⓪⓪⓪
○ Apr	①①①①
○ May	②②②②
○ June	③③③
○ July	④④④
○ Aug	⑤⑤⑤
○ Sept	⑥⑥⑥
○ Oct	⑦⑦⑦
○ Nov	⑧⑧⑧
○ Dec	⑨⑨⑨

Student Name. This information is for your records only, and will NOT be placed in the database. It will also appear on the Exit form.

1. **Student ID Number**. Should be exactly the same as the Exit ID number, and assists us in comparing the Intake and the Exit forms. Use ONE of the following two options:
   - **Social Security Number**
   - **Full Time Equivalency (FTE) Number**. For FTE procedure on ID Numbers, refer to Georgia Department of Education Rule 160-5-1-0-5.24.
2. **Birthdate**. Enter the student's month and 4-digit year of birth.
3. **Race.** Enter the race reported in the student records.
4. **Gender**. Enter the gender reported in the student records.
5. **Type of School Year.** Enter either Quarter or Semester.
6. **Entry Date.** Enter the date (month and year) the student was enrolled in *your* CrossRoads program during the 1999-2000 school year. This date must be between August 1999 through May 2000 (NOT before August 1999, even if the student was enrolled the previous year).

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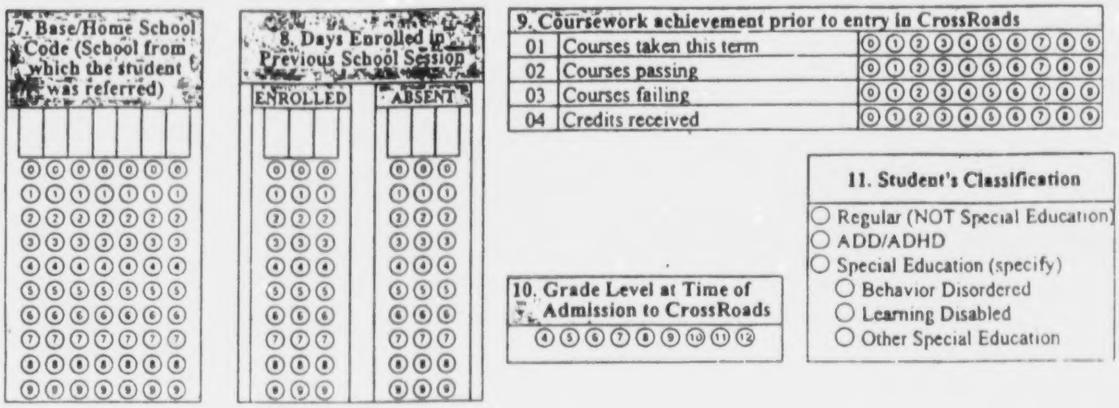
Georgia CrossRoads Evaluation Project
Instructions for completing the 1999-2000 Intake/Exit Forms



7. Base/Home School Code (School from which the student was referred)

⓪⓪⓪⓪⓪⓪⓪
①①①①①①①
②②②②②②②
③③③③③③③
④④④④④④④
⑤⑤⑤⑤⑤⑤⑤
⑥⑥⑥⑥⑥⑥⑥
⑦⑦⑦⑦⑦⑦⑦
⑧⑧⑧⑧⑧⑧⑧
⑨⑨⑨⑨⑨⑨⑨

8. Days Enrolled in Previous School Session

ENROLLED	ABSENT
⓪⓪⓪	⓪⓪⓪
①①①	①①①
②②②	②②②
③③③	③③③
④④④	④④④
⑤⑤⑤	⑤⑤⑤
⑥⑥⑥	⑥⑥⑥
⑦⑦⑦	⑦⑦⑦
⑧⑧⑧	⑧⑧⑧
⑨⑨⑨	⑨⑨⑨

9. Coursework achievement prior to entry in CrossRoads

01	Courses taken this term	⓪①②③④⑤⑥⑦⑧⑨
02	Courses passing	⓪①②③④⑤⑥⑦⑧⑨
03	Courses failing	⓪①②③④⑤⑥⑦⑧⑨
04	Credits received	⓪①②③④⑤⑥⑦⑧⑨

10. Grade Level at Time of Admission to CrossRoads

④⑤⑥⑦⑧⑨⑩⑪⑫

11. Student's Classification

○ Regular (NOT Special Education)
○ ADD/ADHD
○ Special Education (specify)
  ○ Behavior Disordered
  ○ Learning Disabled
  ○ Other Special Education

7. **Base/Home School Code.** Enter the 7-number code (3-number system code and 4-number school code) of the *referring* (base, home) school in which the student was enrolled prior to entering your CrossRoads Program. Do NOT enter your *own* CrossRoads code number.

   These code numbers are assigned by the Georgia Department of Education, as shown in the annual *Public Education Directory of State and Local Schools and Staff*, and are compiled and published each year by the Georgia Department of Education.

8. **Days Enrolled in Previous School Session**. This is for the period of the most recent Quarter or Semester. Provide this information if it is available from the base/home school.
   - **Enrolled**. The total number of days the student was expected to attend school.
   - **Absent**. The total number of days the student was absent (excused or unexcused).

9. **Coursework Achievement Prior to Entry in CrossRoads.** This replaces the dreaded GPA, and asks for four specific responses about the student during the most recent school term:

   01. Courses taken this term. (in how many courses was the student enrolled prior to Intake?)
   02. Courses passing. (in how many of the courses taken was the student passing?)
   03. Courses failing. (in how many of the courses taken was the student failing?)
   04. Credits received. (how many credits did the student earn in the previous term?)

10. **Grade Level at Time of Admission to CrossRoads.** Base the grade level on the total Carnagie Units the student has earned. If the student's grade level is lower than the fourth grade, bubble in ④.

11. **Student's Classification.** Enter all that apply.

12. How was the CrossRoads Placement Initiated? (mark only one)

CODE	TYPE OF PLACEMENT
01	○ Continuing Enrollment from Prior Term
02	○ Voluntary Self-Referral (no due process)
03	○ Parental Request (no due process)
04	○ Local School Assignment (standard process)
05	○ Preemptive Intervention (chronic disruption)
06	○ Collaborative Referral
07	○ Tribunal/Expulsion
08	○ Juvenile Authorities
09	○ Other Placement Process

13. Reasons for Student Entry into CrossRoads.

Select ONE primary reason in the first column
Select ALL OTHER reasons in the second column.

CODE	REASON	Primary Reason	All Other Reasons
01	○ Continuing Enrollment from Prior Term	○	○
02	○ Returning DJJ Student	○	○
03	○ Dropout Recovery	○	○
04	○ Special Education Placement/IEP	○	○
05	○ Pregnancy or Birth	○	○
06	○ Chronic Truancy	○	○
07	○ Disruptive or Rebellious Behavior	○	○
08	○ Aggressive Behavior	○	○
09	○ Illegal Behavior (refer to section 14)	○	○
10	○ Other Reasons not Listed	○	○

12. How Was the CrossRoads Placement Initiated? Please indicate only ONE reason. Note: enter ○ Juvenile Authorities if the student is being placed by

- any Juvenile Court System
- Department of Juvenile Justice (DJJ)
- Department of Family and Children Services (DFACS)

13. Reasons for Student ENTRY into CrossRoads.

- **Primary.** (first column) bubble in only ONE reason why you received the student.
- **All Other Reasons.** (second column) bubble in ALL the other reasons.

For consistency, these definitions should be used when you determine reasons:

- Disruptive or Rebellious Behavior (other than physical aggression) is anything that interferes with learning in the classroom, or *chronic* rebellion against authority or school rules (such as verbal aggression, leaving campus without permission, coming to school under the influence of drugs or alcohol).
- Aggressive Behavior such as pushing, striking, or fighting another student or teacher, or intimidating others by threats of violence.

14. Illegal Behaviors—if selected in #13 as the primary reason (mark ALL that apply)
○ Hard drugs (crack cocaine, heroin, etc.)
○ Soft drugs (marijuana, tobacco, etc.)
○ Alcohol (beer, wine, whiskey, etc.)
○ Felony weapons (guns, knives, etc.)
○ Misdemeanor weapons (clubs, baseball bat, etc.)
○ Serious vandalism (arson, explosives, etc.)
○ Other vandalism (property defacing or destruction)
○ Other illegal behaviors (ie. gang fight, assault, etc.)

15. The students disruptive behaviors have MOST FREQUENTLY occurred in which of these settings?

Location	Primary (one)	All that apply
In the classroom	○	○
In school (outside of class)	○	○
On or related to the school bus	○	○
Out of school	○	○

14. Illegal Behaviors (if Selected in # 13 as the Primary Reason). Complete this section ONLY if the primary reason is marked ○ Illegal Behavior. Bubble all that apply.

15. Settings in Which Student's Disruptive Behaviors Most Frequently Occur.

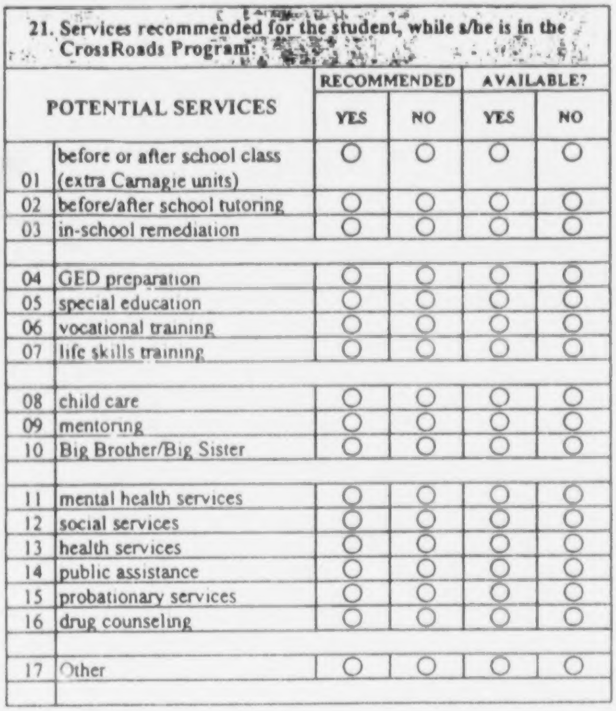
- In the **Primary** column, please enter only ONE response.
- In the **All that apply** column, please enter ALL OTHER responses that apply.

16. During the past 30 days prior to entry, how many times was the student sent to the office for inappropriate behaviors?	17–20 FREQUENCY OF DISCIPLINARY PROBLEMS AND ACTIONS During the past Quarter or Semester prior to entering your CrossRoads Program, how many times did the student . . .			
	17. receive an in-school suspension?	18. receive an out-of-school suspension?	19. appear before a tribunal but was not expelled or transferred?	20. get expelled from school?
○ None	○ None	○ None	○ None	○ None
○ 1–2	○ 1	○ 1	○ 1	○ 1
○ 3–4	○ 2	○ 2	○ 2 or more	○ 2 or more
○ 5–9	○ 3	○ 3		
○ 10–14	○ 4	○ 4		
○ 15 or more	○ 5 or more	○ 5 or more		

16. **Frequency of Being Sent to the Office for Inappropriate Behaviors.** For the 30-day period prior to entry in your CrossRoads program, how many times was the student sent to the office for inappropriate behaviors. Inappropriate is defined as creating disruption on the school property—inside or outside—with behaviors that are nonviolent but are infringements against other students or school staff, or by ignoring or breaking safety or other rules designed to maintain a firm, fair, consistent environment.

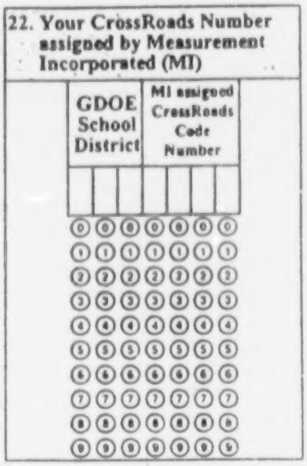
17-20. **Frequency of Disciplinary Problems and Actions.** Bubble in the number of times the student had some sort of school problem during the past Quarter or Semester prior to entering your CrossRoads program.

- ➢ 17. received an in-school suspension. This may involve being isolated or in a small group under supervision in a designated area, before, during, or after regular school hours, or on Saturdays.
- ➢ **18.** received an out-of-school suspension. Each suspension, for whatever period of time, is classed as a separate event and should be included.
- ➢ 19. appeared before a tribunal but was not expelled or transferred. The number of times the student actually was interviewed by a tribunal but was permitted to stay at the school.
- ➢ **20.** was expelled from school. This may be from whatever disciplinary or review process that is established by the referring (base/home) school. Each expulsion should be noted.



21. Services recommended for the student, while s/he is in the CrossRoads Program:

POTENTIAL SERVICES		RECOMMENDED		AVAILABLE?	
		YES	NO	YES	NO
01	before or after school class (extra Carnagie units)	○	○	○	○
02	before/after school tutoring	○	○	○	○
03	in-school remediation	○	○	○	○
04	GED preparation	○	○	○	○
05	special education	○	○	○	○
06	vocational training	○	○	○	○
07	life skills training	○	○	○	○
08	child care	○	○	○	○
09	mentoring	○	○	○	○
10	Big Brother/Big Sister	○	○	○	○
11	mental health services	○	○	○	○
12	social services	○	○	○	○
13	health services	○	○	○	○
14	public assistance	○	○	○	○
15	probationary services	○	○	○	○
16	drug counseling	○	○	○	○
17	Other	○	○	○	○



22. Your CrossRoads Number assigned by Measurement Incorporated (MI)

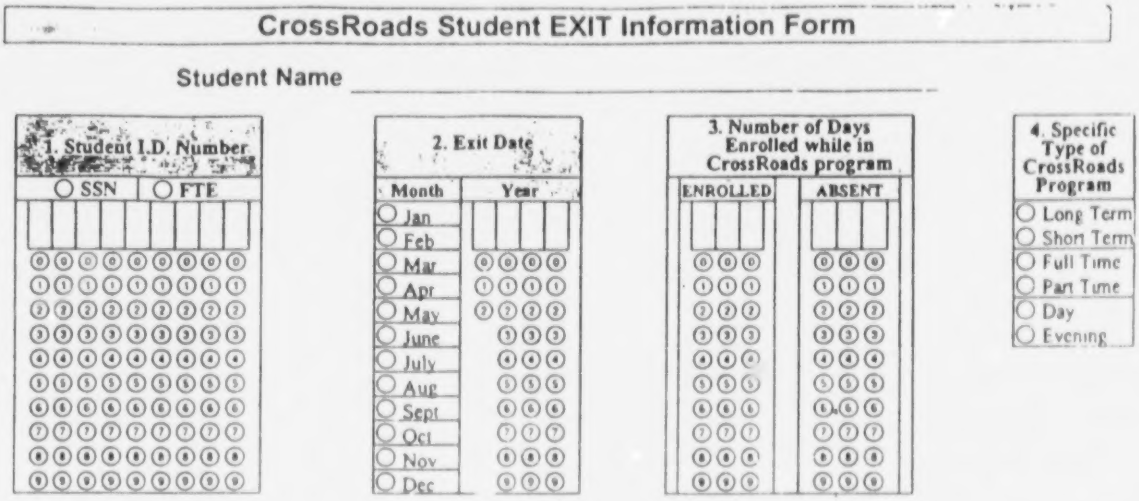
GDOE School District			MI assigned CrossRoads Code Number			
⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①
②	②	②	②	②	②	②
③	③	③	③	③	③	③
④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨

21. **Services Recommended for the Student, While S/he is in the CrossRoads Program.** These are services suggested by the referring (base/home) school, which your school may or may not be able to provide. It is important that each of the 17 potential services be bubbled in, either in the ○Yes or the ○No column, for data processing purposes.

- **Services Recommended**. Bubble in **Yes** for each service that the referring source requests or recommends, regardless of whether your school is able to provide these services. Bubble in **No** for services NOT recommended.
- **Services Available**. Bubble in **Yes** for each service recommended that your school has the resources or the programs available to provide. Do NOT bubble in services you would like to be able to provide, or for which you have requested funding, if such services are not currently available. Bubble in **No** for each service requested you are unable to provide.

22. **Your CrossRoads Code number assigned by Measurement Incorporated (MI).** This seven-digit number is divided into two segments. For clarification, see question 08 on page 3 of this Instruction Manual.

- **GDOE School District**. Your 3-digit city or county district code number.
- **MI Assigned Number.** The same 3-digit code as GDOE, with a zero added to it.



CrossRoads Student EXIT Information Form

Student Name ____________________

1. Student I.D. Number
○ SSN ○ FTE

2. Exit Date
Month: ○ Jan ○ Feb ○ Mar ○ Apr ○ May ○ June ○ July ○ Aug ○ Sept ○ Oct ○ Nov ○ Dec
Year

3. Number of Days Enrolled while in CrossRoads program
ENROLLED | ABSENT

4. Specific Type of CrossRoads Program
○ Long Term
○ Short Term
○ Full Time
○ Part Time
○ Day
○ Evening

1. **Student ID Number**. Should be exactly the same as the Intake ID number, to assist in comparing the Intake and Exit forms. Use only ONE of the following two options:
   - **Social Security Number**
   - **Full Time Equivalency (FTE) Number**. For FTE procedure on ID Numbers, refer to Georgia Department of Education rule 160-5-1-0-5.24.

2. **Exit Date**. Enter the month and 4-digit year the student officially withdrew from your CrossRoads program. An **Exit** is defined as leaving the program for whatever reason stated. This is the initial exit date.

   NOTE: If the student returns and is admitted again within the same Quarter or Semester, use this same form and enter the new Intake date on page 4 (Item 10) of the Exit form. Follow the instructions on page 11 of the Instruction Manual for Multiple Intake and Exit activity.

3. **Number of Days Enrolled While in the CrossRoads Program**. This information should be available from your CrossRoads program school records.
   - Days **Enrolled** is the official number of days the student is expected to attend during the period s/he is enrolled in your program.
   - Days **Absent** is the actual number of days the student did NOT attend during the period s/he is enrolled in your program. This includes both excused and unexcused absences.

4. **Specific Type of CrossRoads Program.** This section has been added to more clearly define the type(s) of program(s) your school provides. You may have all of these options in your school, but for individual students, only one of each of the following three categories applies.

bubble in either ○ **Long Term** or ○ **Short Term**,
bubble in either ○ **Full Time** or ○ **Part Time**, and,
bubble in either ○ **Day** or ○ **Evening.**

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5. Grade level at time of exit
④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩ ⑪ ⑫

6. Coursework achievement during stay at CrossRoads		
01	Courses taken this term	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
02	Courses passing	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
03	Courses failing	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨
04	Credits received	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨

7. Disciplinary referrals and action taken while at CrossRoads		
DISRUPTIVE Behavior	Referrals	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
	Actions	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
AGGRESSIVE Behavior	Referrals	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
	Actions	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
ILLEGAL Behavior	Referrals	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩
	Actions	⓪ ① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩

5. **Student's Grade Level at Time of Exit.** Base the grade level on the total number of Carnagie Units the student has earned. If the student grade level is lower than the fourth grade, bubble in ④.

6. **Coursework Achievement During Stay at CrossRoads.** Refer to the Intake instructions (table 9, page 5) and complete each of the four areas as it relates to the student's stay at CrossRoads.

7. **Disciplinary Referrals and action taken while at Crossroads.** Indicate the frequency that the student was referred and the frequency that disciplinary action was taken, in each of the three areas.

8. REASON FOR EXIT FROM CrossRoads PROGRAM (use these code numbers for the multiple Intake/Exit format on page 4)

CODE	REASON	PRIMARY	ALL
01	Still Enrolled—will return next term	○	○
02	Graduated with Diploma	○	○
03	Received GED	○	○
04	Transferred to GED Program	○	○
05	Transition to Home/Base School	○	○
06	Transferred to a Technical School	○	○
07	Enrolled in Job Corps	○	○
08	Job Placement	○	○
09	Moved Away from Area	○	○
10	Removed for Lack of Attendance	○	○
11	Dropped Out of School	○	○
12	Pregnancy or Birth of Child	○	○
13	Expelled from School	○	○
14	Placed in DJJ Program	○	○
15	Placed in Adult Jail	○	○
16	Medical Problems or Death	○	○
17	Other Reason not Stated Above	○	○
18	No Reason Given	○	○

9. Services Provided during student's stay at CrossRoads

	SERVICES PROVIDED (mark ALL that apply)	While at CrossRoads	Should continue after exit
01	before or after school class (for extra Carnagie units)	○	○
02	before/after school tutoring	○	○
03	in-school remediation	○	○
04	GED preparation	○	○
05	special education	○	○
06	vocational training	○	○
07	life skills training	○	○
08	child care	○	○
09	mentoring	○	○
10	Big Brother/Big Sister	○	○
11	mental health services	○	○
12	social services	○	○
13	health services	○	○
14	public assistance	○	○
15	probationary services	○	○
16	drug counseling	○	○
17	Other	○	○

8. **Reason for Exit From CrossRoads Program.** Under **Primary** bubble only ONE reason, and under **All** bubble any other reasons that apply. If this is the second exit, go to Item 10 and use one of the 18 code numbers to specify ONE primary reason the student left the program.

9. **Services Provided During Student's Stay at CrossRoads.** Refer to the instructions for the Intake form (table 21, page 8) for completion of this section. If there were recommended services your school was unable to provide, but which you believe need to be provided, bubble in that service under "should continue after exit.."

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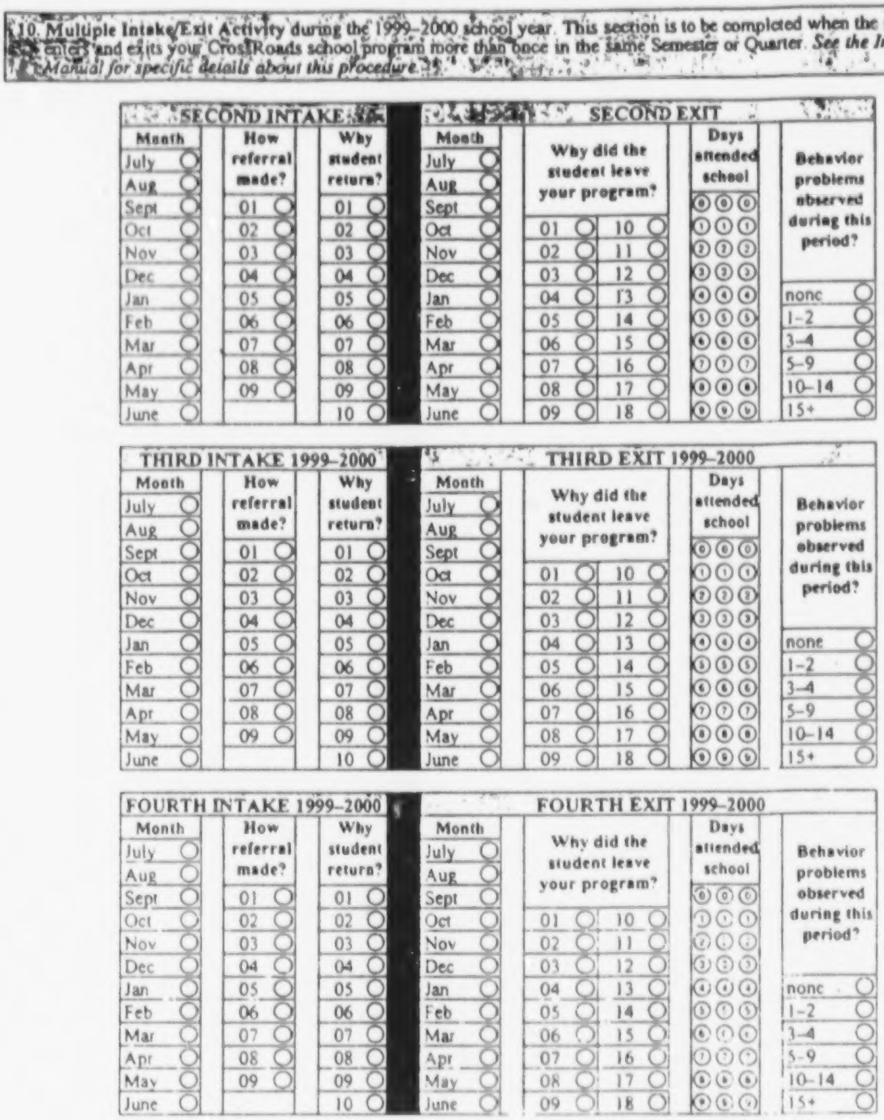

10. Multiple Intake/Exit Activity during the 1999–2000 school year. This section is to be completed when the same student enters and exits your CrossRoads school program more than once in the same Semester or Quarter. *See the Instruction Manual for specific details about this procedure.*

SECOND INTAKE			SECOND EXIT				
Month	How referral made?	Why student return?	Month	Why did the student leave your program?		Days attended school	Behavior problems observed during this period?
July ○			July ○				
Aug ○			Aug ○				
Sept ○	01 ○	01 ○	Sept ○			⓪ ⓪ ⓪	
Oct ○	02 ○	02 ○	Oct ○	01 ○	10 ○	① ① ①	
Nov ○	03 ○	03 ○	Nov ○	02 ○	11 ○	② ② ②	
Dec ○	04 ○	04 ○	Dec ○	03 ○	12 ○	③ ③ ③	
Jan ○	05 ○	05 ○	Jan ○	04 ○	13 ○	④ ④ ④	none ○
Feb ○	06 ○	06 ○	Feb ○	05 ○	14 ○	⑤ ⑤ ⑤	1-2 ○
Mar ○	07 ○	07 ○	Mar ○	06 ○	15 ○	⑥ ⑥ ⑥	3-4 ○
Apr ○	08 ○	08 ○	Apr ○	07 ○	16 ○	⑦ ⑦ ⑦	5-9 ○
May ○	09 ○	09 ○	May ○	08 ○	17 ○	⑧ ⑧ ⑧	10-14 ○
June ○		10 ○	June ○	09 ○	18 ○	⑨ ⑨ ⑨	15+ ○

THIRD INTAKE 1999–2000			THIRD EXIT 1999–2000				
Month	How referral made?	Why student return?	Month	Why did the student leave your program?		Days attended school	Behavior problems observed during this period?
July ○			July ○				
Aug ○			Aug ○				
Sept ○	01 ○	01 ○	Sept ○			⓪ ⓪ ⓪	
Oct ○	02 ○	02 ○	Oct ○	01 ○	10 ○	① ① ①	
Nov ○	03 ○	03 ○	Nov ○	02 ○	11 ○	② ② ②	
Dec ○	04 ○	04 ○	Dec ○	03 ○	12 ○	③ ③ ③	
Jan ○	05 ○	05 ○	Jan ○	04 ○	13 ○	④ ④ ④	none ○
Feb ○	06 ○	06 ○	Feb ○	05 ○	14 ○	⑤ ⑤ ⑤	1-2 ○
Mar ○	07 ○	07 ○	Mar ○	06 ○	15 ○	⑥ ⑥ ⑥	3-4 ○
Apr ○	08 ○	08 ○	Apr ○	07 ○	16 ○	⑦ ⑦ ⑦	5-9 ○
May ○	09 ○	09 ○	May ○	08 ○	17 ○	⑧ ⑧ ⑧	10-14 ○
June ○		10 ○	June ○	09 ○	18 ○	⑨ ⑨ ⑨	15+ ○

FOURTH INTAKE 1999–2000			FOURTH EXIT 1999–2000				
Month	How referral made?	Why student return?	Month	Why did the student leave your program?		Days attended school	Behavior problems observed during this period?
July ○			July ○				
Aug ○			Aug ○				
Sept ○	01 ○	01 ○	Sept ○			⓪ ⓪ ⓪	
Oct ○	02 ○	02 ○	Oct ○	01 ○	10 ○	① ① ①	
Nov ○	03 ○	03 ○	Nov ○	02 ○	11 ○	② ② ②	
Dec ○	04 ○	04 ○	Dec ○	03 ○	12 ○	③ ③ ③	
Jan ○	05 ○	05 ○	Jan ○	04 ○	13 ○	④ ④ ④	none ○
Feb ○	06 ○	06 ○	Feb ○	05 ○	14 ○	⑤ ⑤ ⑤	1-2 ○
Mar ○	07 ○	07 ○	Mar ○	06 ○	15 ○	⑥ ⑥ ⑥	3-4 ○
Apr ○	08 ○	08 ○	Apr ○	07 ○	16 ○	⑦ ⑦ ⑦	5-9 ○
May ○	09 ○	09 ○	May ○	08 ○	17 ○	⑧ ⑧ ⑧	10-14 ○
June ○		10 ○	June ○	09 ○	18 ○	⑨ ⑨ ⑨	15+ ○

10. **Multiple Intake/Exit Activity.** For those students who frequently enter and exit the CrossRoads program during the school year, follow these directions as you complete the reentry and exit form:

- **Intake.** enter the month; refer to the codes in Intake Table 12 for how the referral was made and bubble in the appropriate number (01-09); and, refer to Intake Table 13 for the ONE primary reason the student reentered the program and bubble in the appropriate number (01-10).
- **Exit.** enter the month; refer to the codes in Exit Table 8 for the reason the exit was made, and bubble in the appropriate number (01-18); enter the number of days the student actually came to school; and enter the number of behavior problems observed during the stay.

BEST COPY AVAILABLE

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	07 Base/Home School Code	5
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BUILDING HEADER

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Exhibit 2c

BUILDING NAME

○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
B	B	B	B	B	B	B	B	B	B	B	B	B	B	B	B	B	B	B	B
C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C
D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D	D
E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E
F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F	F
G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G
H	H	H	H	H	H	H	H	H	H	H	H	H	H	H	H	H	H	H	H
I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I	I
J	J	J	J	J	J	J	J	J	J	J	J	J	J	J	J	J	J	J	J
K	K	K	K	K	K	K	K	K	K	K	K	K	K	K	K	K	K	K	K
L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L	L
M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N
O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O
P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q	Q
R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T	T
U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U
V	V	V	V	V	V	V	V	V	V	V	V	V	V	V	V	V	V	V	V
W	W	W	W	W	W	W	W	W	W	W	W	W	W	W	W	W	W	W	W
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z	Z

SHEET COUNT

0	0	0	0
1	1	1	1
2	2	2	2
3	3	3	3
4	4	4	4
5	5	5	5
6	6	6	6
7	7	7	7
8	8	8	8
9	9	9	9

CODES

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
6	6	6	6	6	6	6	6	6	6	6	6	6	6	6
7	7	7	7	7	7	7	7	7	7	7	7	7	7	7
8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
9	9	9	9	9	9	9	9	9	9	9	9	9	9	9

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Georgia CrossRoads Programs Evaluation Project
Measurement Incorporated ▪ Research & Development

October 06, 1999

CrossRoads Director's Name
Address
City, State, Zip code

CrossRoads Code:

Dear

Enclosed are sets of the four-page1999-2000 *Intake/Exit Forms*, and copies of the 12-page *Intake/Exit Forms Instruction Manual*. Also enclosed are header sheets. If you have any of theold 1998-1999 green forms left over, do not use them. Please destroy them.

The new Intake/Exit forms have been revised to address many of the recommendations and concerns expressed by CrossRoads staff this past year. One major change on the new form is that you can now record multiple intakes/exits for the same student on one form, and no longer need to fill out a new form each time the student exits and later returns. Also, the Grade Point Average (GPA) tables have been deleted. The first batch of I/E forms is due January 21, 2000. Please carefully read the instructions as you complete these forms. If you have any questions, call Ronna Hill toll-free at (888) 422-5535.

This is the third and last year of the Georgia CrossRoads Programs Evaluation Project. The staff of the 132 sites have been supportive and cooperative as we seek to determine the effectiveness of the Georgia CrossRoads school programs, and we ask for your help this one more time.

Below is a schedule of what we'll be asking you to do over the next eight months, so we can get the data that is so important to the research project:

CrossRoads Evaluation 1999-2000

Evaluation Forms	Due Dates	All 132 Sites	36 Intensive evaluation
Program Profile Survey (program director)	Mon. Oct. 18, 1999	X	X
CrossRoads Staff Survey (all staff)	Fri. Oct. 29, 1999	X	X
Base-School Staff Survey	Fri. Oct. 29, 1999		X
Intake/Exit Forms (first batch for Aug. 1999-Jan 2000)	Fri. Jan. 21, 2000	X	X
Student Follow-up (third period for Aug. 1999-Jan 2000)	Fri. Jan. 21, 2000		X
Intake/Exit Forms (second batch for Feb 2000-May 2000)	Fri. May 5, 2000	X	X
Student Follow-up (fourth period for Feb 2000-May 2000)	Fri. May 5, 2000		X

Measurement Incorporated ● 423 Morris Street ● Durham, NC 27701
Richard G. Gebhardt, Ph.D (919) 683-2413 ext 169 *DGebhardt@measinc.com*

Exhibit 2d

Georgia CrossRoads Programs Evaluation Project

Measurement Incorporated • Research & Development

All 132 sites will receive the following forms under separate cover:

- *Program Profile Survey* is to update the information you sent to us last year. It is an important part of the overall study. All questions that apply should be thoroughly answered. This form will be sent to the program director the week of October 11, 1999 and is due the week of October 18, 1999.

- *CrossRoads Staff Survey* should be completed by ALL your staff. This questionnaire gives each staff member an opportunity to share perceptions of their own CrossRoads program, and to express concerns or make recommendations of how the program can be improved or strengthened. These questionnaires and answer sheets will be sent to you the week of October 18, 1999, and are due to be returned to Measurement Incorporated (MI) by October 29, 1999.

Only the 36 Intensive Evaluation Sites will receive the following forms under separate cover

- *Base-School Staff Survey* will be sent directly by MI to the base (home/referring) school administrator that you have designated on the site-visit schedule form. These questionnaires and answer sheets will be sent out the week of October 18, 1999, with the request that the completed forms be returned to MI no later that October 29, 1999.

- *Student Follow Up Forms* are the same as used last year, and are the heart of the cost-effectiveness analysis portion of the evaluation. All students who were enrolled during the period from August 1998 to the end of the term in January 1999 were identified as a *Cohort*, and a new form must be completed on these same students two more times. Every effort should be made to track these students, and give us information about what has happened to them over a two- year period. These are the most important forms of the entire study.

Please make every effort to return the completed forms to us by the due dates. We have enclosed pre-addressed, prepaid mailing labels for you to use when you return the forms. All correspondence and forms should be addressed to:

Ronna Hill, Assistant Project Coordinator
Measurement Incorporated
423 Morris Street
Durham, NC 27701
(888) 422-5535

Sincerely,

Richard G Gebhardt, Ph.D.

Exhibit 2d

FORM 1 (August 1999 – January 2000)

CrossRoads School ____

Director ______________________________ **MI CrossRoads Code Number** __________

23 a	Number of times the students have previously been placed in YOUR CrossRoads program. (note: if the students have continued placement from the previous year do not count as separate placements)											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Aug 99-Jan 00												

23 b	Number of times the students have previously been placed in ANY alternative program.											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Aug 99-Jan 00												

Please complete and return no later than March 10, 2000.

- -

FORM 2 (January 2000 – May 2000)

CrossRoads School ____

Director ______________________________ **MI CrossRoads Code Number** __________

23 a	Number of times the students have previously been placed in YOUR CrossRoads program. (note: if the students have continued placement from the previous year do not count as separate placements)											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Jan 00 – May 00												

23 b	Number of times the students have previously been placed in ANY alternative program.											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Jan 00 – May 00												

Please complete and return no later than May 05, 2000.

Exhibit 3a

February 28, 2000

To: CrossRoads Directors
From: Dick Gebhardt
Re: Intake/Exit Forms Addendum

In the process of revising the Intake/Exit forms, I accidentally left out two key pieces of information on the forms that were originally included:

23 a	Number of times the students have previously been placed in YOUR CrossRoads program . (note: if the students have continued placement from the previous year do not count as separate placements).											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Aug 99-Jan 00												
Feb 00- May 00												

23 b	Number of times the students have previously been placed in ANY alternative program.											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Aug 99-Jan 00												
Feb 00- May 00												

We have the information for the 1997-1998 and the 1998-1999 school years, which was included in the earlier forms, but need the 1999-2000 school-year information to complete that part of the study related to recidivism. This information is directly related to the cost-effectiveness section of the study and is quite important.

For example, 50 boys and 24 girls admitted between August 99 and January 00:

23 a	Number of times the students have previously been placed in YOUR CrossRoads program . (note: if the students have continued placement from the previous year do not count as separate placements)											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Aug 99-Jan 00	27	19	11	3	6	1	2	0	1	0	3	1
Feb 00- May 00												

23 b	Number of times the students have previously been placed in ANY alternative program.											
SCHOOL PERIOD	none		1		2		3		4		5 or more	
	M	F	M	F	M	F	M	F	M	F	M	F
Aug 99-Jan 00	21	15	4	3	2	0	0	1	0	0	0	0
Feb 00- May 00												

I'd appreciate it if you would write in the total numbers of students who were in alternative programs prior to entering your program, and the number of times these students were in those programs. Enclosed are two copies of this form and two prepaid preaddressed envelopes. Please return Form 1 no later than March 10, 2000 and Form 2 no later than May 05, 2000. Thanks.

Exhibit 3b

CrossRoads School Staff Survey Questionnaire

INTRODUCTION: The Georgia Department of Education (GDOE) has contracted with Measurement Incorporated (MI) to continue the comprehensive evaluation of the Georgia CrossRoads Alternative School Programs. We need teachers, counselors, and administrators to tell us what they know and think about CrossRoads programs so we can find out what works best for students. This survey is part of that evaluation, and your responses to this survey will help guide statewide policy decisions.

All CrossRoads professional staff are being asked to complete the survey during the 1998-99 school year. We will do our very best to use your responses to best help the students and the programs. The survey is similar to the one you completed last year and it does ask some of the same questions. There are additional questions based on what we learned last year. We are very interested in changes that have occurred from last year to this year.

Your responses to this survey are completely confidential. Your name will never be linked to your responses in any way. Only summary information will be reported or made public

Exhibit 4a

Please go on to the next page

Georgia CrossRoads Program Evaluation

CrossRoads School Staff Survey

DIRECTIONS: Please answer all questions with a number 2 pencil on the answer sheet provided. You may return your answer sheet either to your designated program representative OR you may mail it directly to Dr. Richard Gebhardt, Measurement Incorporated, 423 Morris Street, Durham, NC 27701.

PART I: YOUR PROFESSIONAL EXPERIENCE

01	What is your primary role in this CrossRoads program? (choose only one)	classroom teacher	special education teacher	counselor	psychologist or social worker	administrator
		A	B	C	D	E
02	What is your level of education?		Bachelor's	Master's	Six-year	Doctorate
			A	B	C	D
03	What type of certificate do you currently hold?			Professional	Provisional	Probationary
				A	B	C
04	Do you have a special education certification?				Yes	No
					A	B
05	How did you obtain your alternative teaching, counseling, or administrative assignment?		applied and accepted position	recruited	administratively assigned or transferred	other
			A	B	C	D
06	Including this year, how many years have you worked in education?	0-4	5-8	9-12	12-16	17 or more
		A	B	C	D	E
07	Including this year, how many years have you worked with this Alternative Program?	0 - 2	3-5	6-8	9-11	12 or more
		A	B	C	D	E

Please go on to the next page

PART II: ACTIVITIES AND METHODS

About how much of your typical *workday* at the CrossRoads program do you spend on each of the following activities? Some activities overlap (*e.g.*, you may be both disciplining and encouraging a student at the same time), so the total can exceed 100%		Less than 2 hours	About 2 to 4 hours	About 4 to 6 hours	About 6 to 8 hours	Well over 8 hours
08	About how long is your typical total workday while working at or performing duties or services for CrossRoads?	A	B	C	D	E

About how much time during your *typical total workday for CrossRoads* do you spend on the following activities?		Less than 15 minutes	About a half-hour	About an hour	Several hours	Four hours or more
09	lecturing regular education students	A	B	C	D	E
10	having class discussion with regular education students	A	B	C	D	E
11	in one-on-one instruction with regular education students	A	B	C	D	E
12	having regular education students perform independent work	A	B	C	D	E
13	having regular education students perform group work	A	B	C	D	E
14	having regular education students do computer activities	A	B	C	D	E
15	teaching or testing special education students	A	B	C	D	E
16	talking to or counseling students about academics	A	B	C	D	E
17	talking to or counseling students about their behavior	A	B	C	D	E
18	disciplining students	A	B	C	D	E
19	encouraging students to do better	A	B	C	D	E
20	developing supportive relationships with students	A	B	C	D	E
21	coaching sports, sponsoring clubs, or helping with hobbies or other extracurricular activities	A	B	C	D	E
22	testing, assessing, or grading	A	B	C	D	E
23	communication with students' parents, counselors, and employers	A	B	C	D	E
24	communicating with the students' base school	A	B	C	D	E
25	communicating or coordinating with outside agencies	A	B	C	D	E
26	planning and preparing for classes by yourself	A	B	C	D	E
27	planning and preparing for classes with other staff	A	B	C	D	E
28	performing administrative duties	A	B	C	D	E
29	attending meetings	A	B	C	D	E

Please go on to the next page

PART III: PROGRAM ENVIRONMENT

In our CrossRoads program		Yes	No
30	students must successfully complete our program in order to return to the base school	A	B
31	students return to the base school from our program after a prescribed period of time.	A	B

DIRECTIONS: Please indicate whether you Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or have no information about the statement (?)

In our CrossRoads program		SD	D	A	SA	?
32	student discipline is a problem.	A	B	C	D	E
33	violence is a problem.	A	B	C	D	E

Our CrossRoads program		SD	D	A	SA	?
34	has high academic standards.	A	B	C	D	E
35	has high conduct standards.	A	B	C	D	E
36	has consistent conduct consequences.	A	B	C	D	E
37	has specific objectives and goals for the program and students	A	B	C	D	E
38	provides students with essential basic knowledge and skills (language arts, science, math, and social studies).	A	B	C	D	E
39	provides students the opportunity to master advanced knowledge and skills.	A	B	C	D	E
40	provides students the opportunity to learn essential job skills.	A	B	C	D	E
41	has a specific program to help students transition back to the base school	A	B	C	D	E
42	effectively communicates with parents.	A	B	C	D	E
43	effectively involves parents in the program.	A	B	C	D	E
44	effectively communicates with the community.	A	B	C	D	E
45	effectively involves the community in the program.	A	B	C	D	E
46	effectively communicates with the school board(s).	A	B	C	D	E
47	effectively involves the school board(s) in the program.	A	B	C	D	E
48	effectively involves the Collaborative in the program.	A	B	C	D	E

Please go on to the next page

Georgia CrossRoads Program Evaluation
CrossRoads School Staff Survey

DIRECTIONS: Please indicate whether you Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or have no information about the statement (?)

Our Crossroads teachers (If you are a teacher, please speak for yourself)		SD	D	A	SA	?
49	have the training and preparation needed to work with these students.	A	B	C	D	E
50	have adequate instructional materials and supplies.	A	B	C	D	E
51	could help students better if they had more in-service training.	A	B	C	D	E
52	are involved in the admissions process.	A	B	C	D	E
53	are involved in the exit process.	A	B	C	D	E
54	can help determine the program curriculum.	A	B	C	D	E
55	can help set school policies.	A	B	C	D	E
56	are able to consistently enforce the rules and maintain discipline.	A	B	C	D	E
57	have adequate administrative support to maintain discipline	A	B	C	D	E
58	encourage parental involvement in the instructional program.	A	B	C	D	E
59	encourage community involvement in the instructional program.	A	B	C	D	E

Our CrossRoads administrators		SD	D	A	SA	?
60	work to support instruction.	A	B	C	D	E
61	work to improve student success.	A	B	C	D	E
62	work to improve teacher morale.	A	B	C	D	E
63	involve teachers and other staff in setting school rules and policies.	A	B	C	D	E
64	involved teachers and other staff to develop a vision for the program.	A	B	C	D	E
65	involved teachers and other staff to develop specific goals for the program.	A	B	C	D	E
66	consistently enforce the rules and help maintain discipline.	A	B	C	D	E
67	help our students make the transition back to their regular schools.	A	B	C	D	E
68	have the authority to make changes to improve the program.	A	B	C	D	E

Our Community Collaborative members		SD	D	A	SA	?
69	worked with us to develop a vision for the program.	A	B	C	D	E
70	worked with us to develop a specific goals for the program.	A	B	C	D	E
71	share with us our goals for the program.	A	B	C	D	E
72	help us to consistently enforce the rules and maintain discipline.	A	B	C	D	E
73	help our students make the transition back to their regular schools.	A	B	C	D	E
74	have the authority to make changes to improve the program.	A	B	C	D	E
75	work with us to help our students.	A	B	C	D	E

Please go on to the next page

PART IV: STUDENT OUTCOMES

If your program requires students to successfully complete your program, please answer the following questions for students who have successfully completed the program, whether they return to the base school or exit to other options.

If your program returns students to the base school after a fixed period of time regardless of progress, please answer the questions for students who return to the base school under those circumstances.

DIRECTIONS: Please indicate whether you Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or have no information about the statement (?)

Students who complete our program		SD	D	A	SA	?
76	are less likely to engage in disruptive behavior.	A	B	C	D	E
77	are successful for a while, but will eventually resume disruptive behavior.	A	B	C	D	E
78	seek social and personal support from teachers or counselors.	A	B	C	D	E
79	seek social and personal support from peers.	A	B	C	D	E
80	reach out for help when there are problems or difficulties.	A	B	C	D	E
81	have developed better interpersonal/social skills for personal needs.	A	B	C	D	E
82	have developed better interpersonal/social skills for school and the workplace.	A	B	C	D	E
83	have developed better basic life skills necessary to get along in society.	A	B	C	D	E
84	more productively solve personal problems.	A	B	C	D	E
85	have better attitudes about school and education.	A	B	C	D	E
86	have better study skills.	A	B	C	D	E
87	are more likely to succeed in school or work.	A	B	C	D	E
88	are more likely to improve their attendance.	A	B	C	D	E
89	are more likely to participate in extracurricular activities.	A	B	C	D	E
90	are "branded" as troublemakers in the base school.	A	B	C	D	E
91	are welcomed and accepted by the base-school staff.	A	B	C	D	E
92	are more likely to be disciplined than non-CrossRoads students.	A	B	C	D	E
93	believe that they have control over their successes and failures.	A	B	C	D	E
94	believe they can control their own lives and destiny.	A	B	C	D	E
95	attribute success to effort, caring, trying hard, and studying.	A	B	C	D	E
96	take responsibility for their actions.	A	B	C	D	E
97	are optimistic about their future.	A	B	C	D	E
98	can articulate clear, realistic long-range goals and wishes.	A	B	C	D	E
99	have realistic plans to achieve their goals.	A	B	C	D	E
100	cope well with stress.	A	B	C	D	E
101	are self-reliant.	A	B	C	D	E

Please go on to the next page

Georgia CrossRoads Program Evaluation
CrossRoads School Staff Survey

PART V: PERCEPTIONS

DIRECTIONS: Please indicate whether you Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or have no information about the statement (?)

My perception of our program and its support system:		SD	D	A	SA	?
102	Many of my students would be better served by staying in the CrossRoads program than by returning to the base school.	A	B	C	D	E
103	The program to help students make the transition to the base school is effective.	A	B	C	D	E
104	Base school staff help our students successfully make the transition to their schools.	A	B	C	D	E
105	My principal supports me so that I can serve my students well.	A	B	C	D	E
106	My district(s) support(s) me so that I can serve my students well.	A	B	C	D	E
107	Our Collaborative supports me so that I can serve my students well.	A	B	C	D	E
108	The GDOE supports me so that I can serve my students well.	A	B	C	D	E

DIRECTIONS: Please rate your perception of your instructional freedom and job satisfaction.

If you have taught in a conventional school,		Much Less	Less	About the Same	More	Much More
109	how much instructional freedom do you have in the CrossRoads program compared with the amount of freedom you had in the conventional school?	A	B	C	D	E
110	how much job satisfaction do you have teaching in the CrossRoads program compared with the level of satisfaction you had in the conventional school?	A	B	C	D	E

This completes Parts I through V of the survey, which you have been entering on the answer sheet provided. The final section, Part VI, is composed of six open-ended questions on pages 3 and 4 of the answer sheet. Clearly write or print your responses to the six questions, but do NOT make any marks or fill any circles to the left of the vertical line on pages 3 and 4 of the answer sheet.

You may return the answer sheet either to your designated program representative or you may prefer to mail it directly to us.

If you choose to send it to us directly, please mail it to:

Dr. Richard Gebhardt

Measurement Incorporated
423 Morris Street
Durham, NC 27701

GEORGIA
CrossRoads
PROGRAMS EVALUATION

CROSSROADS SCHOOL STAFF SURVEY
answer sheet

School Name

____

Measurement Incorporated Assigned Code Number

⓪	⓪	⓪	⓪
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②	②	②	②
③	③	③	③
④	④	④	④
⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨

All information is strictly confidential, and no individual names are used.

Exhibit 4b

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Georgia CrossRoads Programs Evaluation

CROSSROADS TEACHERS, COUNSELORS, AND ADMINISTRATORS

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Georgia CrossRoads Programs Evaluation

CROSSROADS TEACHERS, COUNSELORS, AND ADMINISTRATORS

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For MI use only.

open-ended questions

1. What do you see as the three most important issues facing your Program in the next two or three years?

a. ____________________

b. ____________________

c. ____________________

a	b	c
⓪	⓪	⓪
①	①	①
②	②	②
③	③	③
④	④	④
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2. List one or two features or aspects of your program that make it especially effective as you work with students.

a. ____________________

b. ____________________

a	b
⓪	⓪
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②	②
③	③
④	④
⑤	⑤
⑥	⑥
⑦	⑦
⑧	⑧
⑨	⑨

3. What would MOST help you to better serve your students?

____

⓪	⓪
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②	②
③	③
④	④
⑤	⑤
⑥	⑥
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Georgia CrossRoads Programs Evaluation

CROSSROADS TEACHERS, COUNSELORS, AND ADMINISTRATORS

Do not mark in this space.

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4. What do you like BEST about your program?

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5. What do you like LEAST about your program?

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6. What would you MOST like to see changed about your program?

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Table A.01
Questions That Defined the Variable:
CR Student Outcomes/beliefs and BS Student Outcomes/beliefs.

School Staff Survey Questions		STUDENTS RETURNING FROM CROSSROADS
CrossRoads	Base School	
93	25	Believe that they have control over their successes and failures.
94	26	Believe they can control their own lives and destiny.
95	27	Attribute success to effort, caring, trying hard, and studying.
96	28	Take responsibility for their actions
97	29	Are optimistic about their future
98	30	Can articulate clear, realistic, long-range goals and wishes.
99	31	Have realistic plans to achieve their goals
100	32	Cope well with stress
101	33	Are self reliant.

Table A.02
Questions That Defined the Variable:
CR Student Outcomes/behavior and BS Student Outcomes/behavior.

School Staff Survey Questions		STUDENTS RETURNING FROM CROSSROADS
CrossRoads	Base School	
76	8	Are less likely to engage in disruptive behavior.
78	10	Seek social and personal support from teachers or counselors.
80	12	Reach out for help when there are problems or difficulties.
81	13	Have developed better interpersonal/social skills for personal needs.
82	14	Have developed better interpersonal/social skills for school and the Workplace.
83	15	Have developed better basic life skills necessary to get along in society.
84	16	More productively solve personal problems.
85	17	Have better attitudes about school and education.
86	18	Have better study skills.
87	19	Are more likely to succeed in school or work
88	20	Are more likely to improve their attendance.
	45	The CrossRoads alternative school program is effective in meeting the academic needs of students.
	46	The CrossRoads alternative school program is effective in meeting the behavioral and emotional needs of students.

Table A.03
Questions That Defined the Variable: CR Administrative Support.

Crossroads Staff Survey	OUR CROSSRIOADS ADMINISTRATIVE SUPPORT
39	Our CrossRoads program provides students the opportunity to master advanced knowledge and skills.
57	Our CrossRoads teachers have adequate administrative support to maintain discipline.
60	Our CrossRoads administrators work to support instruction.
61	Our CrossRoads administrators work to improve student success.
62	Our CrossRoads administrators work to improve teacher morale.
66	Our CrossRoads administrators consistently enforce the rules and help maintain discipline.
67	Our CrossRoads administrators help our students make the transition back to their regular schools.
68	Our CrossRoads administrators have the authority to make changes to improve the program.
105	My principal supports me so that I can serve my students well.
106	My district(s) suppor(s) me so that I can serve my students well.

Table A.04
Questions That Defined the Variable: CR Support and Resources (program)

Crossroads Staff Survey	OUR CROSSROADS PROGRAM
40	Provides students the opportunity to learn essential job skills.
41	Has a specific program to help students transition back to the base school.
42	Effectively communicates with parents.
43	Effectively involves parents in the program.
44	Effectively communicates with the community.
45	Effectively involves the community in the program.
46	Effectively communicates with the school board.
47	Effectively involves the school board in the program.
48	Effectively involves the collaborative in the program.
34	Has high academic standards.
37	Has specific objectives and goals for the program and students.
38	Provides students with essential basic knowledge and skills (language arts, science, math, and social studies).
39	Provides students the opportunity to learn essential job skills.

Table A.05
Questions That Defined the Variable: CR Support and Resources (teachers)

CrossRoads Staff Survey	OUR CROSSROADS TEACHERS
49	Have the training and preparation needed to work with these students.
50	Have adequate instructional materials and supplies.
58	Encourage parental involvement in the instructional program.
59	Encourage community involvement in the instructional program.

Table A.06
Questions That Defined the Variable: CR Community Collaborative Support.

Crossroads Staff Survey	OUR CROSSROADS COMMUNITY COLLABORATIVE MEMBERS
69	Worked with us to develop a vision for the program.
70	Worked with us to develop specific goals for the program.
71	Share with us our goals for the program.
72	help us to consistently enforce the rules and maintain discipline.
73	help our students make the transition back to their regular schools.
74	have the authority to make changes to improve the program.
75	Work with us to help our students.
107	Our collaborative supports me so that I can serve my students well.
108	The GDOE supports me so that I can serve my students well.

Table A.07
Questions That Defined the Variable: CR Teacher Involvement.

Crossroads Staff Survey	CROSSROADS TEACHER INVOLVEMENT
52	Our CrossRoads teachers are involved in the admissions process.
53	Our CrossRoads teachers are involved in the exit process.
54	Our CrossRoads teachers can help determine the program curriculum.
55	Our CrossRoads teachers can help set school policies.
63	Our CrossRoads administrators involve teachers and other staff in setting school rules and policies.
64	Our CrossRoads administrators involved teachers and other staff to develop a vision for the program.
65	Our CrossRoads administrators involved teachers and other staff to develop specific goals for the program.

Table A.08
Questions That Defined the Variable: CR Discipline.

Crossroads Staff Survey	CROSSROADS STUDENT DISCIPLINE
32	In our CrossRoads program, student discipline is a problem.
33	In our CrossRoads program, violence is a problem.
35	Our CrossRoads program has high conduct standards.
36	Our CrossRoads program has consistent conduct consequences.
56	Our CrossRoads teachers are able to consistently enforce the rules and maintain discipline.

Table A.09
Questions That Defined the Variable: CR Attitudes in Base School.

Crossroads Staff Survey	CROSSROADS STAFF ATTITUDES TOWARD BASE SCHOOL
103	The program to help students make the transition to the base school is effective.
104	The base school staff help our students successfully make the transition to their schools.
90	Students who complete our program are "branded" as troublemakers in the base school.
91	Students who complete our program are welcomed and accepted by the base school staff.
92	Students who complete our program are more likely to be disciplined than non-CrossRoads students.

Georgia CrossRoads Program Evaluation
Base School Staff Survey

INTRODUCTION: The Georgia Department of Education (GDOE) has contracted with Measurement Incorporated (MI) to continue the comprehensive evaluation of the Georgia CrossRoads Alternative School Programs. Your school sends students to one of the CrossRoads programs. We need teachers, counselors, and administrators in these "base schools" served by CrossRoads programs to tell us what they know and think about these programs. This survey is part of that evaluation, and your responses to this survey will help guide statewide policy decisions.

Some questions were written by staff of the Houston Independent School District and the Public Schools of North Carolina and have been adapted with permission for use in this survey.

DIRECTIONS: Please answer all questions on the answer sheet provided. Your responses on this survey will be completely confidential. Your name will not be linked to your responses in any way. Only summary information will be reported or made public.

If you have any questions or comments about this survey or the use of the results, please contact Dr. Richard Gebhardt at MI, toll-free phone (888) 422-5535, or e-mail DGebhardt@measinc.com.

Thank you very much for your help.

	My primary role in my school is:			
01	**Teacher**	**Counselor**	**Administrator**	**Other**
	A	B	C	D

Please rate how familiar you are with:		**NOT familiar**	**SLIGHTLY familiar**	**FAMILIAR**	**FAIRLY familiar**	**VERY familiar**
02	the purpose of the CrossRoads Alternative School Program	A	B	C	D	E
03	the curriculum and instructional approaches used in CrossRoads Alternative School Program available to you	A	B	C	D	E

What do you know about your school's participation with the CrossRoads Program?		**YES**	**NO**	**Don't Know**
04	Are teachers in your school notified when students returning from CrossRoads are placed in their classes?	A	B	C
05	Is there a specific program in place at your school designed to help returning CrossRoads students succeed?	A	B	C
06	Are you involved in the transition process for students returning from the CrossRoads program?	A	B	C
07	*If you are a teacher*, are students placed in your class after they return from a CrossRoads Alternative School?	A	B	C

Exhibit 5a

Georgia CrossRoads Program Evaluation
Base School Staff Survey

DIRECTIONS: Regardless of whether you have worked with students who have returned from a CrossRoads Alternative School Program, please answer the following questions based upon your impressions of the effectiveness of CrossRoads. Do you Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or have no information about the statement (?).

#	After returning from CrossRoads, students:	SD	D	A	SA	?
08	are less likely to engage in disruptive behavior.	A	B	C	D	E
09	are successful for a while, but will eventually resume disruptive behavior.	A	B	C	D	E
10	seek social and personal support from teachers or counselors.	A	B	C	D	E
11	seek social and personal support from peers.	A	B	C	D	E
12	reach out for help when there are problems or difficulties.	A	B	C	D	E
13	have developed better interpersonal/social skills for personal needs.	A	B	C	D	E
14	have developed better interpersonal/social skills for school and the workplace.	A	B	C	D	E
15	have developed better basic life skills necessary to get along in society.	A	B	C	D	E
16	more productively solve personal problems.	A	B	C	D	E
17	have better attitudes about school and education.	A	B	C	D	E
18	have better study skills.	A	B	C	D	E
19	are more likely to succeed in school or work.	A	B	C	D	E
20	are more likely to improve their attendance.	A	B	C	D	E
21	are more likely to participate in extracurricular activities.	A	B	C	D	E
22	are "branded" as troublemakers in the base school.	A	B	C	D	E
23	are welcomed and accepted by the base-school staff.	A	B	C	D	E
24	are more likely to be disciplined than non-CrossRoads students.	A	B	C	D	E
25	believe that they have control over their successes and failures.	A	B	C	D	E
26	believe they can control their own lives and destiny.	A	B	C	D	E
27	attribute success to effort, caring, trying hard, and studying.	A	B	C	D	E
28	take responsibility for their actions.	A	B	C	D	E
29	are optimistic about their future.	A	B	C	D	E
30	can articulate clear, realistic long-range goals and wishes.	A	B	C	D	E
31	have realistic plans to achieve their goals.	A	B	C	D	E
32	cope well with stress.	A	B	C	D	E
33	are self-reliant.	A	B	C	D	E

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Exhibit 5a

Georgia CrossRoads Program Evaluation
Base School Staff Survey

DIRECTIONS: **Please answer the following questions based upon your impressions of the effectiveness of CrossRoads. Do you Strongly Disagree (SD), Disagree (D), Agree (A), Strongly Agree (SA), or have no information about the statement (?).**

#	**Availability of the CrossRoads Program:**	SD	D	A	SA	?
34	has reduced the number of discipline incidents in my school.	A	B	C	D	E
35	has improved the focus on academics in my school.	A	B	C	D	E
36	has resulted in an atmosphere in my school that is more conducive to learning.	A	B	C	D	E
37	has made my school safer.	A	B	C	D	E

#	**Members of our program staff:**	SD	D	A	SA	?
38	monitor progress of students during their stay at CrossRoads.	A	B	C	D	E
39	monitor progress of students after they return from CrossRoads.	A	B	C	D	E
40	provide transitional support (e.g., systematic follow-up, mentoring, problem-solving) to students after their return from CrossRoads.	A	B	C	D	E
41	ensure that teachers or counselors form ongoing supportive relationships with former CrossRoads students.	A	B	C	D	E
42	encourage former CrossRoads students to participate in activities such as hobbies and sports, or clubs or other organizations.	A	B	C	D	E
43	motivate and give encouragement to former CrossRoads students through high expectations.	A	B	C	D	E
44	acknowledge the successes of former CrossRoads students through recognition of their significant accomplishments.	A	B	C	D	E

#	**The CrossRoads Alternative School Program:**	SD	D	A	SA	?
45	is effective in meeting the academic needs of students.	A	B	C	D	E
46	is effective in meeting the behavioral and emotional needs of students.	A	B	C	D	E
47	would best serve my school by allowing students to remain in CrossRoads.	A	B	C	D	E
48	should be expanded to serve a larger number of disruptive students.	A	B	C	D	E
49	should be expanded to serve a wider range of problems.	A	B	C	D	E
50	is a waste of time and money.	A	B	C	D	E
51	is more effective than out-of-school suspension.	A	B	C	D	E
52	primarily serves to punish students.	A	B	C	D	E
53	is an asset to our school.	A	B	C	D	E

Thank you very much for your help.

Exhibit 5a

Georgia
CrossRoads Programs Evaluation

Base School Teachers, Counselors, and Administrators Survey

Exhibit 5a

CrossRoads Program Evaluation
BASE SCHOOL STAFF SURVEY ANSWER SHEET

CORRECT MARK ●
INCORRECT MARKS ⊘ ⊗ ◒ ⊙

- Use a No. 2 pencil only.
- Do not use ink, ballpoint, or felt tip pens.
- Make solid marks that fill the circle completely.
- Erase cleanly any marks you wish to change.
- Make no stray marks on this form.
- Do not fold, tear, or mutilate this form.

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31 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ
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33 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ

PAGE THREE

34 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ
35 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ
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51 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ
52 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ
53 Ⓐ Ⓑ Ⓒ Ⓓ Ⓔ

CROSSROADS CODE

⓪	⓪	⓪	⓪
①	①	①	①
②	②	②	②
③	③	③	③
④	④	④	④
⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨

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Exhibit 5b

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Table A.10
Questions That Defined the Variable: BS Atitudes in Base School.

Base School Staff Survey	BASE SCHOOL STAFF ATTITUDES
22	Students who complete our program are "branded" as troublemakers in the base school.
23	Students who complete our program are welcomed and accepted by the base school staff.
24	Students who complete our program are more likely to be disciplined than non-CrossRoads students.
52	The CrossRoads alternative school program primarily serves to punish students.

Table A.11
Questions That Defined the Variable: BS Safety.

Base School Staff Survey	AVAILABILITY OF THE CROSSROADS PROGRAM
34	Has reduced the number of discipline incidents in my school.
35	Has improved the focus on academics in my school.
36	Has resulted in an atmosphere in my school that is more conducive to learning.
37	Has made my school safe.

191

Table A.12
Questions That Defined the Variable: BS Transition Support.

Base School Staff Survey	MEMBERS OF OUR PROGRAM STAFF
38	Monitor progress of students during their stay at CrossRoads.
39	Monitor progress of students after they return from CrossRoads.
40	Provide transitional support to students after their return from CrossRoads.
41	Ensure that teachers or counselors form ongoing supportive relationships with former CrossRoads students.
42	Encourage former CrossRoads students to participate in activities such as hobbies and sports, or clubs or other organizations
43	Motivate and give encouragement to former CrossRoads students through high expectations.
44	Acknowledge the successes of former CrossRoads students through recognition of their significant accomplishments.

Table A.13
Questions That Defined the Variable: BS CR Value.

Base School Staff Survey	THE CROSSROADS ALTERNATIVE SCHOOL PROGRAM
47	Would best serve my school by allowing students to remain in CrossRoads.
48	Should be expanded to serve a larger number of disruptive students.
49	Should be expanded to serve a wider range of problems.
50	is a waste of time and money. (REVERSED)
51	is more effective than out of school suspension.
53	is an asset to our school.

Georgia CrossRoads Program Evaluation • Student Follow-up Report

PART ONE DEMOGRAPHIC INFORMATION

Use a No. 2 pencil only. ● Fill the bubble completely.

Student Name ____________________ CrossRoads School MI Code ____________________

CrossRoads Program Name ____________________

Period Covered
○ Aug 1998–Jan 1999
○ Feb 1999–Jun 1999
○ Jul 1999–Dec 1999
○ Jan 2000–Jun 2000

Student ID Number

○ FTE ○ SSN

⓪	⓪	⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①	①	①
②	②	②	②	②	②	②	②	②
③	③	③	③	③	③	③	③	③
④	④	④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨	⑨	⑨

Reg School Code

⓪	⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①	①
②	②	②	②	②	②	②
③	③	③	③	③	③	③
④	④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨	⑨

Birth Date

MONTH	DAY		YEAR			
○ Jan						
○ Feb						
○ Mar	⓪	⓪		⓪	⓪	⓪
○ Apr	①	①	①	①	①	①
○ May	②	②	②	②	②	②
○ June	③	③		③	③	③
○ July		④		④	④	④
○ Aug		⑤		⑤	⑤	⑤
○ Sept		⑥		⑥	⑥	⑥
○ Oct		⑦		⑦	⑦	⑦
○ Nov		⑧		⑧	⑧	⑧
○ Dec		⑨		⑨	⑨	⑨

Enrollment History in Previous School Session

Enrolled			Absent		
⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①
②	②	②	②	②	②
③	③	③	③	③	③
④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨

Gender
○ Female
○ Male

Type of School Year
○ Quarter
○ Semester

PART TWO STUDENTS IN SCHOOL

Complete this part ONLY if the student is presently enrolled in public or private middle or high school, or is being home-schooled. If the student is NOT in school, go to PART 3.

GPA

○ 4 Point ○ 100 Point

Current			Cumulative		
⓪	⓪	⓪	⓪	⓪	⓪
①	①	①	①	①	①
②	②	②	②	②	②
③	③	③	③	③	③
④	④	④	④	④	④
⑤	⑤	⑤	⑤	⑤	⑤
⑥	⑥	⑥	⑥	⑥	⑥
⑦	⑦	⑦	⑦	⑦	⑦
⑧	⑧	⑧	⑧	⑧	⑧
⑨	⑨	⑨	⑨	⑨	⑨

1. **Where is the student currently enrolled in school?** (mark only one)
   - ○ The CrossRoads program
   - ○ Another alternative program
   - ○ A local middle or high school that you serve
   - ○ Private or home school
   - ○ A middle or high school in another Georgia school district
   - ○ Transferred to GED program
   - ○ A middle or high school in another state
   - ○ Other (please specify) ____________________

2. **Student's current grade level:**
   ○ 4 ○ 5 ○ 6 ○ 7 ○ 8 ○ 9 ○ 10 ○ 11 ○ 12

3. **Was the student retained at the end of the previous school year?**
   - ○ Yes
   - ○ No

4. **During the most recently completed school term, from ________ to ________ (please enter dates), how many times was the student referred for the following reasons?** (mark all that apply)

Disruptive behavior	○ 1	○ 2	○ 3	○ 4	○ 5 or more
Rebellious behavior	○ 1	○ 2	○ 3	○ 4	○ 5 or more
Aggressive behavior	○ 1	○ 2	○ 3	○ 4	○ 5 or more
Illegal behavior	○ 1	○ 2	○ 3	○ 4	○ 5 or more
Truancy	○ 1	○ 2	○ 3	○ 4	○ 5 or more
Other behaviors	○ 1	○ 2	○ 3	○ 4	○ 5 or more

5. **Was the student returned to CrossRoads because of one or more conditions noted in question 4?**
   - ○ Yes
   - ○ No

Exhibit 6a

PART TWO STUDENTS IN SCHOOL (continued)

uring the past complete grading period, what was the number of times that the student

6. was suspended in-school? ○ 0 ○ 1 ○ 2 ○ 3 ○ 4 ○ 5 or more

7. was suspended out-of-school? ○ 0 ○ 1 ○ 2 ○ 3 ○ 4 ○ 5 or more

8. was expelled? ○ 0 ○ 1 ○ 2 or more

9. appeared before a tribunal but was NOT expelled? ○ 0 ○ 1 ○ 2 or more

10. was sent to the office for inappropriate behavior in the 30 school days immediately before being referred back to the CrossRoads program or being suspended from school? ○ 0 ○ 1 ○ 2 ○ 3 ○ 4 ○ 5-9 ○ 10-14 ○ 15 or more

PART THREE STUDENTS OUT OF SCHOOL

omplete this part ONLY if the student is no longer in school.

1. Why is the student no longer enrolled in school? (please mark only one)

○ Graduated from high school
○ Obtained a GED
○ Job Corps placement
○ Pregnancy or childbirth
○ DCYS placement
○ Adult jail
○ Moved
○ Medical reasons or death
○ Dropped out
○ Was expelled
○ Other (please specify below)

____

2. Was the student accepted into a post-secondary program?

○ Yes
○ No

3. If question 2 is "Yes," please mark which kind of program (please mark only one)

○ Technical School
○ Community College
○ Four-year public or private college or university
○ Other (please specify below)

____

4. Is the student still enrolled in the program identified in question 3?

○ Yes
○ No

5. Is the student employed?

○ Yes
○ No

6. If question 5 is "Yes," does the student work full time or part time?

○ Full Time
○ Part Time

7. How many MONTHS has the student been employed?

○ 1 to 3 months
○ 4 to 6 months
○ 7 to 9 months
○ 10 to 12 months
○ 13 or more months

8. Is the student collecting unemployment benefits?

○ Yes
○ No

9. Is the student collecting welfare or disability benefits?

○ Yes
○ No

10. Has the student been convicted of a criminal act?

○ Yes
○ No

11. If question 10 is "Yes," please mark all that apply.

○ Drug possession
○ Drug trafficking
○ Alcohol possession
○ Weapons possession
○ Robbery
○ Theft
○ Vandelism
○ Other (please specify below)

____

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Georgia CrossRoads Programs Evaluation
Student Follow-up Report Instructions

OVERVIEW

Your school was selected by Measurement Incorporated (MI) staff for an in-depth on-site visit, and the Georgia Department of Education has approved our choice of selected sites. Part of the evaluation design involves the study of long-term effects your CrossRoads program may have on students. We are asking that your program follow a specific group (cohort) of students over a two-year period, from July 1998 through April 2000. During this period, four follow-up forms are to be completed on each student in the cohort, as shown on the following table:

FOLLOW-UP FORM		PERIOD COVERED		COMPLETED FORMS RETURNED TO MI
		FROM	THROUGH	
1	6 months	August 1998	January 1999	February 25, 1999
2	12 months	February 1999	June 1999	July 20, 1999
3	18 months	July 1999	December 2000	January 21, 2000
4	22 months	January 2000	April 2000	May 05, 2000

The cohort identified for your program is composed of ALL the CrossRoads students enrolled during the period from August 1998 through January 1999. This includes all returning students, all new students, and all departing students. Students entering your program after January 30, 1999 are NOT to be included in the follow-up study.

Enclosed is a copy of the follow-up form we will use to track these students. Twice a year you will be asked to complete this form on each student in the cohort. You will be asked to contact each student directly if s/he is still in your program. If the student has returned to the base school, you will need to request information from the school the student is currently attending. In such cases you may prefer to send the form to the base school to be completed. However, it is your responsibility to get the completed forms back from the base school, for subsequent return to MI.

If the student is no longer enrolled in any school, you may need to contact the parents, employer, or even the student. It is important to make every effort to locate the student, in order to strengthen the follow-up study. This long-term follow-up is essential to the cost-effectiveness component of the evaluation.

INSTRUCTIONS:

This is a 2-page form (front to back) divided into three parts, in which a number 2 pencil should be used to fill in the circles for the responses. The first part identifies the student and the Period Covered; the second part is to be completed ONLY if the student is still in school; the third part is to be filled in ONLY if the student is NOT in school.

Part 1. Enter the student's name, the 4-digit code number which appears on your 1999 *General Program Information* form, and your CrossRoads Program name. Indicate the Period Covered, then fill in the following demographics shown on the top of page 1:

Answer Grids to be Completed in Part 1	Student is Still in School	Student is No Longer in School
Student ID Number (either FTE or SSN)	Yes	Yes
Regular (Base) School Code	Yes	No
Birth Date	Yes	Yes
Enrollment History in Previous School Session	Yes	if applicable
Gender	Yes	Yes
Type of School Year (Quarter or Semester)	Yes	No

(OVER PLEASE)

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Exhibit 6b

Georgia CrossRoads Programs Evaluation
Student Follow-up Report Instructions

INSTRUCTIONS (continued).

PART 2 Complete this part ONLY if the student is presently enrolled in public or private middle or high school, or is being home-schooled. If the student is NOT in school, skip this part and go on to PART 3.

GPA (4-point or 100-point scale). Enter this information if it is available, either from your school or from the school where the student is currently attending.

1. Enter the ONE category that applies. If the student is no longer enrolled in any school program OTHER THAN a CrossRoads program, please contact that school for the necessary information.:
2. Enter the specific grade level the student is currently assigned.
3. Enter whether the student was held back in the same grade level.
4. Print the two dates to identify the most recently completed school term, and enter ALL of the referrals made on the student during that time period.
5. Enter whether the student was returned to CrossRoads as a result of the referrals noted in question 4.

6-10. (page 2). Enter the frequency of the student's disruptive or inappropriate behaviors during the previous complete grading period.

PART 3 (Page 2) Complete this part ONLY if the student is NO LONGER enrolled in school.

1. Enter the ONE reason the student is no longer enrolled in school. If the reason is "other," please print the reason why the student is no longer in school.
2. Enter whether the student has continued education beyond high school.
3. Enter the type of program in which the student is enrolled, ONLY if the answer to question 2 is "Yes." If the program is "other," please print the kind of program the student is taking.
4. Enter whether the student is currently enrolled in the program identified in question 3.
5. Enter whether the student has paid employment.
6. Enter the student's employment status (full time or part time work) ONLY if the answer to question 4 is "Yes."
7. Enter the number of months the student has been employed ONLY if the answer to question 4 is "Yes." If the student has held two or more consecutive jobs over the specified period of time (i.e., 2 months on one job, 1 month on the next job, 3 months on the third job), enter the total months worked (6 months) and then specify the pattern of jobs in the space below the grid.
8. Enter whether the student is collecting unemployment benefits.
9. Enter whether the student is collecting disability or welfare benefits.
10. Enter whether the student has been convicted of a criminal offense. If the student was charged but not convicted, the answer should be "No." If the answer is "Yes," complete question 11.
11. If the answer to question 10 is "Yes," enter ALL the offenses that apply, including "other" offenses. If "other," please print the type of offense.

Thank you for your help in this important follow-up survey

Georgia CrossRoads Programs Evaluation
CrossRoads Program Student Focus Group Introduction and Protocol

---

INTRODUCTION

Good (morning, afternoon) and welcome to our session. Thanks for coming. My name is ________ and I represent Measurement Incorporated. Assisting me is __________, also representing Measurement Incorporated.

We've asked you—and other students in alternative programs across the state—to meet with us and talk with us about your experience here. We're interested in finding out what you think about your program so that we can identify the best parts of the programs from across the state. Your knowledge and opinions about the programs will help us find ways to make the programs better.

You were asked to help us because you have insights about the program no one else can give us. As students, you represent the most important key to the success of these programs. Today, you represent not only yourselves but students in these programs from across the state.

Before we begin, we need to set three ground rules:

1. Please speak up—and only one person should speak at a time because we don't want to miss an important point.

2. We will use your *first name only* today and because we respect your privacy no names will be used in any of our reports.

3. There are no right or wrong responses, just different viewpoints, even if they differ from what others have said. We are as interested in hearing about things you DON'T like, because sometimes the negative comments are the most helpful. At the same time, we want to know what you DO like about being here.

   [Be careful here—we don't want to incite a complaint session]

Our session will last one class period and we won't be taking a formal break. If the rules here allow you to take a break, do so if you need to, but please do it quietly.

[*ask them if the rules allow breaks; if not, go ahead without dwelling on it*]

Well, let's get started. We'd like to find out a bit more about you by having you tell us your *first name ONLY*, and how long you have been in this program.

Exhibit 7a

PROTOCOL

1. I'd like you to imagine that a friend of yours is being sent to this program. S/he comes to you and asks what the school is like. What would you tell him or her?

    a. Good things [*what are they?*]
    b. Bad things [*what are they?*]

2. How is this school different from your home school?
Do you see school differently than you used to, because of being here?
If so, how or in what ways?

3. How are the teachers here different from your home school?
Do you feel differently about teachers than you used to?
If so, how or in what ways?

4. What is it about being here that makes you feel good about yourself?

    a. If NOT good, how *does* it make you feel? If bad, how or in what way?
    b. What have you accomplished that makes you feel good about yourself?
    c. [if many computers] How have you liked working with the computers?
    What do you like MOST? What have you learned?

5. When you go back to your home school . . .

    a. What will you have learned here that you can take back with you?
    b. What have you learned that will help you do better there?
    c. What have you learned that leads you to believe you've become a better person?
    d. What have you learned that will help you to avoid getting into trouble?
    e. In what ways might your attitude toward school be different than it used to be?
    f. In what ways might your attitude toward teachers be different than it used to be?

6. How has your being here in the program affected your family?

7. What would you change to improve this school?
What would you change to improve your home school?

8. Would you like to stay in this program rather than go back to your home school?
Why or why not?
How might staying in this program be better for you than going back to your home school?
How might going back to your home school be better for you?

9. Now let's go back to the first question I asked you. Now that we've talked about the program and your time here, what would you tell a friend about going to this school?
Would you now say something different?

Georgia CrossRoads Programs Evaluation
1999 CrossRoads Teacher Focus Group Introduction and Protocol

---

INTRODUCTION

Good (morning, afternoon) and welcome to our discussion. My name is __________ and I represent Measurement Incorporated, an educational research company that has contracted with the Georgia Department of Education to evaluate the Georgia CrossRoads Programs. Assisting me is __________, also from Measurement Incorporated.

We appreciate your taking the time to join our discussion of the CrossRoads Alternative School Program. We've asked you and other teachers across the state to meet with us and share your perceptions and opinions about your experiences at CrossRoads.

As you are probably aware, the CrossRoads funding is intended to take disruptive students out of the regular school classroom and to provide an alternative education for those students outside the regular school setting.

Today we will be discussing *your* CrossRoads program. We are interested in finding out what you think about your program so that we can identify the best parts of programs from across the state. Your knowledge and opinions about your program will help us help you to make CrossRoads the most effective program it can be.

Before we begin, we need to set three ground rules:

1. Please speak upXand only one person should speak at a time because we don't want to miss an important point. Human ears can understand multiple conversations but tape recorders are terrible at it.

2. We will use only your first name today and because we respect your confidentiality, no names will used in our reports.

3. There are no right or wrong responses, just different viewpoints. We are interested in any and all comments you makeXpositive or negativeXbecause your perspective is very important to us.

We will be tape recording our session, but ONLY so that our team can make sure we understand everything you say today. We will be using first names only, and NO ONE will hear these tapes but my assistants and me. No one here or at the state department will hear them.

Our session will last about an hour, without a formal break, but if you need to stand up and stretch or take a trip to the rest room please feel free to do so. But quietly, please.

Well, let's begin! We'll go around the table and ask each of you to tell us your first name, and something you have found very satisfying when teachingXthat is, what were you doing, or what is it, and why is it satisfying to you?

Exhibit 7b

PROTOCOL

01. What is the philosophy of your program? [*don't spend much time on this one*]
(punishment? growth opportunity? detention center? nurturing? etc)

02. Do you know if CrossRoads is the ONLY funding for your peogram?
How does CrossRoads funding affect your program? [*ask ONLY if CrossRoads funding is LESS THAN 100% of funding; don't spend much time on this one*]

03. In what ways do you think your program BEST helps your students?
    What program features help to do this?
    What do you think is unique about your program?

04. What kinds of changes do you see in your students while they're in your program?

05. What sorts of students seem to be helped MOST by your program?
What sorts of students seem to be helped LEAST by your program?

06. ***[resiliency items]***

    a. What kinds of expectations do you hold for your students?
    b. How do you acknowledge students' accomplishments?
    c. What kinds of goals do your students have?
        Do you help them establish achievable goals?
    d. What kinds of extracurricular activities do your students enjoy?
        What kinds of extracurricular activities does the program offer? (*hobbies, clubs, sports*)
    e. What kinds of relationships with adults have your students formed while here?

07. How does the Collaborative affect your program?
    What benefits do you see?
    Do you see any difficulties?

08. What issues do you face with Vocational Education?
    How do you address them?

09. What issues do you face with Special Education?
    How do you address them?

10. What kinds of inservice training have you had over the past three years?
    Has it been helpful? How has it been helpful?

11. How have you helped develop the program?
Have you set goals for the program together, and with the administration?
    If so, what are they?
    How do you plan to achieve them?

12. What changes do you think would help the program?

Georgia CrossRoads Programs Evaluation
CrossRoads Program Administrator Interview Protocol

1. In what ways does your program help your students? (achievement, discipline, dropout prevention, promotion, lower recidivism, reintegration to regular school, graduation rate, GED completion, employability, postsecondary enrollment)
   [*prompt them if necessary—can be other things as well*]

2. What makes your program successful?
   What kinds of things have helped or hurt your success?

3. What do you think is unique about your program?

4. How big is your program?
   What do you think are the advantages to the size of your program?
   What do you think are the disadvantages to the size of your program?

5. What behavioral expectations do you have for your students? For your teachers?
   How do you communicate behavioral expectations to your students?
   What happens when students violate the behavioral expectations?

6. How was the program developed?
   Who helped design it?
   Who is involved in continuing to develop and improve the program?
   What kinds of things are you working on?

7. What are the goals of the program?
   Do you think the teachers, students, parents share them?

8. How do you try to involve parents in the program?
   How successful have you been in getting parents involved?
   How do you think parents feel about your program?
   Do you have any programs for parents? (counseling; parent-effectiveness training, etc.)

9. How does the Collaborative affect your program?
   What benefits do you see?
   Do you see any difficulties?
   If so, what are the difficulties?
   What would you like to see the Collaborative doing that it is not?

10. How do you think the community feels about the program?

Exhibit 7c

11. How do you think students feel about the program?

12. What sort of support system do you provide for the students? (counseling, mentor support, use of time during and after school like clubs, sports).

13. What issues do you face with Vocational Education?
    How do you address them?

14. What issues do you face with Special Education?
    How do you address them?

15. Has anything about the program surprised you?
    Have there been any outcomes or benefits from the program that you did not expect?

16. What kinds of staff development has been provided the teachers?
    What else do you think your teachers need?

17. How have students been doing when they return to the home school?
    How do you think the students have been received?
    What do you think your program and the home school should do to help?

18. Are there some kinds of students who would benefit that you are not set up to serve?
    Are there students that didn't benefit as well as you'd like?
    Are there some kinds of students who did NOT benefit from your program?
    If so, do they have any particular or similar characteristics?

19. How long do you keep students in the program?
    Is that time sufficient? Too long?

20. How does your CrossRoads funding affect your school as it relates to other sources of funding for Alternative Schools?
    Does the CrossRoads funding help or hinder getting the necessary funds?

21. What changes do you think would MOST help your program?
    What would it take to accomplish these changes?

Georgia CrossRoads Programs Evaluation

Base School Administrator Interview Protocol

1. In what ways has the Alternative School program been successful with the students of your school? (achievement, discipline, dropout prevention, promotion, lower recidivism rate, GED completion reintegration to regular school, graduation rate, employability, postsecondary enrollment. [*prompt them if necessary—can be other things as well*]

2. About how many students were sent last year and this year to the CrossRoads program?
   What were the most common kinds of problems they were sent for?

3. How do alternative school students do when they return to your school? (attitude, discipline, disruptive behavior, achievement, attendance, recidivism, dropout, etc.)
   How do you think that might be improved?

4. Do you see any changes in the parents of Alternative School students once the students return to your school?

5. What kinds of students who need help cannot be served or do not seem to be served well by the Alternative School program?

6. How does your school work with the alternative school program?
   What kinds of effort or coordination are involved?

7. What programs are in place to support the students upon their return from Alternative School? (counseling, mentor support, use of time during and after school such as adult support, clubs, sports, study groups, etc.)

8. What kinds of extracurricular activities do returning Alternative School students participate in?
   Is this common or rare?

9. Are you aware of any attitudes, behaviors, or perceptions (on the part of your teachers, regular students, parents, or the community) that might affect Alternative School students when they return to your program?

10. What changes do you think would MOSTimprove the Alternative School program?
    What would it take to accomplish these changes?

11. Do you think your school is safer with the availability of the CrossRoads program?
    How is it safer? How much safer?
    How much of the difference is because you are able to remove the troublesome students to the CrossRoads program?

Exhibit 7d

APPENDIX B
SITE-VISIT SCHEDULES

Dr. Gerald Eads was the primary investigator who visited the CrossRoads program sites during the 1997-1998 school year, for the Georgia Assessment Project (GAP). Table B.01 shows the initial sixteen sites chosen during the first year of the evaluation of the CrossRoads Alternative Education Program.

Table B.01
CrossRoads Alternative Education Programs Visited February-May, 1998

CODE	CrossRoads Program Sites Visited	Students	Districts Served
6160	Bulloch County Alternative School	38	Bulloch County
6630	Risley Learning Center	64	Glynn County
7350	Terrell-Calhoun Alternative School	11	Terrell and Calhoun Counties
7890	EXALT- Extended Learning Alternat	33	Thomasville City Schools
6350	Colquitt County High School	83	Colquitt County
6310	Clayton County Alternative School	120	Henry County
6601	Second Chance-McLarin High School	55	Fulton County
6270	Chattooga CrossRoads Academy	24	Chattooga County/Trion City
6571	Bartow Academy	32	Bartow County
6110	Bibb County Alternative School	210	Bibb County
6410	Dade County CrossRoads	13	Dade County
7440	Mountain Education Center	968	Fannin, Gilmer, Lumpkin, Pickens, Towns, and Union Counties
7570	Washington-Wilkes CrossRoads Alt	7	Washington, Wilkes Counties
6520	Elbert County CrossRoads	56	Elbert County
6670	Gwinnett Intervention Education	130	GCPS & Buford City Schools
6780	Regional Evening School	205	Banks, Barrow, Jackson Counties, Jefferson & Commerce City

Dr. Eads continued with the site visits during the 1998-1999 and the 1999-2000 school years. The sixteen original sites were included when twenty additional sites were added to get a broader range of observations throughout Georgia.

Tables B.02 and B.03 depict the dates the site visits were conducted in years two and three of the CrossRoads evaluation.

Table B.02
CrossRoads Intensive Site-Visit Schedule for January-March 1999

DAY AND DATE	MI STAFF		SCHOOL CONTACT	CROSSROADS SCHOOL		CODE	LOCATIOM	
				SCHOOL NAME	HOURS		CITY	MAP
Tue Jan 19	J	W	Terry Lewis	Floyd County Transitional	7:30-3:30	6571	Rome	B-14
Wed Jan 20	J	A	Ron Carlan	Sequoyeh Center/Day	7:00-4:00	6640	Calhoun	C-13
	R	L	Milton Mack	Twiggs County CrossRoads	7:30-4:00	7430	Jeffersonville	H-20
Thu Jan 21	J	F	Steve Bennett	Gwinnett CrossRoads	645-5:30	6670	Lawrenceville	F-16
	R	L	Leon Fields	Tri-County Alternative CR	8:00-4:00	7530	Glenwood	J-22
Mon Jan 25	J	A	Jake Cullins	Wilkes County Alternative	7:30-3:30	7570	Washington	J-16
	B	L	Gary Glover	Valdosta Transition Center	8-3/ 4-8	6921	Valdosta	H-28
Tue Jan 26	J	F	Gloria Raber	Open Gate Alternative	8:00-4:00	6660	Union Point	I-17
	B	L	Joe Thomas	Colquitt County High School	3:30-9:00	6350	Moultrie	F-26
Wed Jan 27	J	A	Patsy Aultman	Oconee County CrossRoads	7:30-3:30+N	7080	Watkinsville	H-16
	B	L	Martha Nicholson	Terrell Calhoun Alternative	7:30-3:50	7350	Dawson	D-24
Thu Jan 28	B	L	Gail Thaxton	Grady County CrossRoads	7:30-4:30	6650	Cairo	E-28
Fri Jan 29	J	K	E.D. Thiel	Elbert County CrossRoads	8:00-4:00	6520	Elberton	I-15
Mon Feb 01	J	K	Janet Adams	Regional Evening School	1:30-9:30	6780	Jefferson	G-15
Tue Feb 02	J	A	Robert Bush	Project CHANGE	3:45-8:30	6361	Augusta	M-17
Tue Feb 09	F	L	Karl Roberts	Rose Hill Alternative	7:30-5:00	7061	Columbus	C-21
Wed Feb 10	A	L	James Hodges	Bibb County Alternative	7:30-4:30	6110	Macon	G-20
Thu Feb 11	R	L	Howard Abney	Dublin-Laurens CrossRoads	8:00-4:00	6870	Rentz	I-22
Fri Feb 12	R	L	Gail Jump	Jeff Davis Alternative	7:30-3:30	6800	Hazlehurst	J-24
Tue Feb 23	J	A	Frank Brandon	Clayton County Alternativ	6:45-4:00	6310	Jonesboro	E-17
Thu Feb 25	J	A	Elizabeth Ladson	DJJ/DeKalb Community	8:00-4:30	6441	Decatur	E-16
Fri Feb 26	J	A	Mary Bolar	Second Chance-McLarin	7:20-4/ 4-8	6601	College Park	D-17
Mon Mar 01	J	F	Paige Swartz	Mountain Education Center	8:00-3:00 & 3:30-10:00	7440	Blairsville	F-12
Tue Mar 02	J	F						
Mon Mar 08	J	W	Lucy Cromer	Polk CrossRoads Academy	7:30-4:00	7150	Cedartown	B-15
Tue Mar 09	J	W	Josetta Walker	Woods-Wilkins Center	7:30-3:00	7810	Marietta	D-15
Wed Mar 10	J	W	SheRee Young	RESA Academy	8:00-4:00	7260	Griffin	E-18
	R	J	Jonnie Heck	Risley Learning Center	8:00-4:00	6630	Brunswick	N-26
Thu Mar 11	R	J	Ruth Ann Hill	Tattnall County Alternative	7:30-3:30	7320	Reidsville	L-23
Fri Mar 12	R	J	Robert Lee	Bulloch County Alternativ	8:00-3:30	6160	Statesboro	M-21
Mon Mar 15	R	J	Charles DuVall	ACE Academy	7:45-3:30	6540	Claxton	M-23
Tue Mar 16	R	J	Linda Arthur	Charlton County CrossRoa	8:15-2:30	6240	Folkston	L-28
Wed Mar 17	B	J	Sabrina Everett	EXALT-Extended Alternative	8:30-4:30	7890	Thomasville	F-28
Thu Mar 18	A	J	Jennifer Brooks	Chattooga CR Academy	8:15-2:30	6270	Summerville	A-13
Fri Mar 19	A	J	David DeMarche	Dade County CrossRoads	8:00-4:30	6410	Trenton	A-12
Mon Mar 22	A	J	Sharon Conway	Dalton/Whitfield CrossRoads	7:30-4:30	7550	Dalton	C-12
Wed Mar 24	A	J	Jeffrey Garrett	CrossRoads High School	8:00-3:30	6280	Canton	D-14

Note: The "MAP" column shows the coordinates of the city location on the current AAA map of Georgia.
J = Jerry Eads; **L** = Larry McCluskey; **A** = Angelika Pohl; **B** = Fred Bowles; **K** = Kathryn Hug; **F** = Aubry Finch;
R = Al Ferguson **W** = Geraldine Wright

Table B.03
CrossRoads Site Visits: September 1999 through February 2000

day	date	staying in	#	MI code	CrossRoads School	D/ E.	School Location				Consult Assist
							city	L	GA	AAA	
T	09-28	Washington	01	6520	Elbert County CrossRoads	D	Elberton	CE	I-4	I-15	Adams
W	09-29	Augusta	02	7570	Wilkes County Alternative	D	Washington	CE	I-5	J-16	Adams
Th	09-30	Augusta	03	6361	Project CHANGE	E	Augusta	CE	K-6	M-17	Hug
T	10-05	Atlanta	04	6680	Open Gate Alternative	D	Union Point	CE	H-5	I-17	Pohl
W	10-06	Atlanta	05	7260	RESA Academy	D	Griffin	CW	E-7	E-18	Adams
F	10-08	Atlanta	06	6110	Bibb County Alternative	D	Macon	CW	F-8	G-20	Adams
W	10-27	Rome	07	6640	Sequoyeh Center- Day	D	Calhoun	NW	C-2	C-13	Pohl
Th	10-28	Summerville	08	6571	Floyd County Transitional	D	Rome	NW	B-3	B-14	Pohl
F	10-29	Blairsville	09	7550	Dalton-Whitfield CR	D	Dalton	NW	C-2	C-12	Adams
M	11-01	Atlanta	10	7440	Mountain Education Center	D	Blairsville	NC	F-1	F-12	Adams
Th	11-04	Atlanta	11	6280	CrossRoads HS/MS	D	Canton	wnw	D-3	D-14	Adams
F	11-05	Atlanta	12	7810	Woods-Wilkins Center	D	Marietta	AN	D-4	D-15	Adams
M	11-08	Trenton	13	7150	Polk CrossRoads Academy	D	Cedartown	wnw	B-4	B-15	Pohl
T	11-09	Summerville	14	6410	Dade County CrossRoads	D	Trenton	NW	B-1	A-12	Pohl
W	11-10	Summerville	15	6270	Chattooga CR Academy	D	Summerville	NW	B-3	A-13	Pohl
W	12-01	Dublin	16	7430	Twiggs County CrossRoads	D	Jeffersonville	CW	G-9	H-20	Pohl
Th	**12-02**	**Statesboro**	**17**	**6870**	**Dublin-Laurens CrossRoads**	**D**	**Rentz**	**CS**	**I-10**	**I-22**	**Adams**
F	12-03	Vidalia	18	6160	Bulloch County Alternative	D	Statesboro	CS	L-9	M-21	Adams
M	12-06	Vidalia	19	7320	Tattnall County Alternative	D	Reidsville	CS	K-II	L-23	Pohl
T	12-07	Vidalia	20	6540	ACE Academy Alternative	D	Claxton	CS	L-10	M-23	Pohl
W	12-08	Vidalia	21	7530	Tri-County CR Alternative	D	Glenwood	CS	I-10	J-22	Pohl
W	01-05	Atlanta	22	6780	Regional Evening School	E	Jefferson	AE	G-4	G-15	Pohl
Th	01-06	Atlanta	23	6441	DJJ/ DeKalb Commun	D	Decatur	AE	E-5	E-16	Pohl
F	01-07	Atlanta	24	6670	Gwinnett County CR	D	Lawrenceville	AE	F-4	F-16	Adams
T	01-11	Atlanta	25	6601	Second Chance-McLarin HS	D	College Park	AS	D-5	D-17	Pohl
W	01-12	Atlanta	26	7080	Oconee County CrossRoads	E	Watkinsville	AE	G-5	H-16	Adams
F	01-14	Atlanta	27	6310	Clayton County Alternative	D	Jonesboro	AS	E-6	E-17	Adams
W	02-02	Brunswick	28	6800	Jeff Davis Alternative	D	Hazlehurst	CS	J-11	J-24	Pohl
Th	02-03	Folkston	29	6630	Risley Learning Center	D	Brunswick	SE	M-14	N-26	Pohl
F	02-04	Valdosta	30	6240	Charlton County CrossRoads	D	Folkston	SE	K-15	L-28	Pohl
M	02-07	Thomasville	31	6921	Valdosta Transition Center	D	Valdosta	SC	H-15	H-28	Pohl
T	**02-08**	**Thomasville**	**32**	**6650**	**Grady County CrossRoads**	**D**	**Cairo**	**SW**	**E-15**	**E-28**	**Pohl**
W	02-09	Atlanta	33	7890	EXALT Extended Alternative	D	Thomasville	SW	F-15	F-28	Pohl
T	02-15	Dawson	34	6350	Colquitt County High School	E	Moultrie	SW	F-14	F-26	Pohl
W	02-16	Columbus	35	7350	Terrell-Calhoun Alternative	D	Dawson	CW	D-12	D-24	Pohl
Th	02-17		36	7061	Rose Hill Alternative	D	Columbus	CW	C-9	C-21	Pohl

☐ Site-visits cancelled; GDOE budget cut

APPENDIX C
Code Book

Introduction

Measurement Incorporated (MI) used six survey forms and four on-site data-gathering instruments. In most instances CrossRoads or base school staff completed the surveys, using scannable documents. The forms found in Appendix A were scanned by MI staff, and the scan files were merged with coding programs that converted raw responses into numerical data that could be used in the various analyses. The code book describes, form by form and item by item, how these responses were coded.

General Program Profile (Non-Scannable)

Page 1: School name box. Key enter as is.

Page 1: School enrollment. Key enter all numbers and comments.

Page 2: Other program characteristics. Yes=1; No=0.

Page 2: Questions 18-19. Key enter as is.

Page 3: Additional program characteristics. Key enter ; Yes=1; No=0.

Page 4: Services provided. 20 fields for item 26, 20 fields for item 27. Yes=1; No=0.

Page 5: Faculty and staff information. Six fields for items 28 and 29. Enter actual number. Three fields for items 30-32. Enter actual number. For item 33, enter actual number. 30 fields for item 34. Enter actual number in each field as prompted. Items 35-36 have 8 fields each. Enter actual number or name as prompted.

Page 6: Technology. For items 37-38, Yes=1; No=0. Item 39 has 4 fields. Enter actual number. Program will not permit a response if item 38=0. For item 40, enter actual text. Items 41 and 42 have 4 fields each. Enter actual number. Item 43 has 4 valid fields. Enter a, b, c, and actual text in d. Items 44 and 45 have up to 4 fields each. Enter actual text.

Page 8: Exit requirements. Item 46 has up to 3 valid fields. If field a is chosen, program will lock out fields b and c. If field a is not chosen, enter actual text for fields b and c. Items 47-49 have 1 field each (a-f). Enter actual text for f. Item 50 has up to 4 valid fields. Enter actual text.

CrossRoads Student INTAKE/EXIT Information Form (Scannable)

Page 1: Field 01. Take as is.
Field 02. Jan=01, Feb=02,...Dec=12.
Field 03. African, African American=1; Alaskan Native=2; American Indian=3; Asian, Pacific Islander=4; Hispanic, Latino=5; Multiracial=6; White=7; Other=8.
Field 04. Female=1; Male=2.
Field 05. Quarter=1; Semester=2.
Field 06. Jan=01, Feb=02,...Dec=12.
Field 07. As is.
Field 08. As is.
Field 09. As is.
Field 10. As is.
Field 11. Regular=1; ADD/ADHD=2; Special Education nonspecific=3; Behavior Disordered=4; Learning Disabled=5; Other Special Education=6.
Field 12. Continuing Enrollment from Prior Term=01; Voluntary Self-Referral (no due process)=02; Parental request (no due process)=03; Local School Assignment (standard process)=04; Preemptive Intervention (chronic disruption)=05; Collaborative referral=06; Tribunal/Expulsion=07; Juvenile Authorities=08; Other Placement Process=09
Field 13. Continuing Enrollment from Prior Term=01; Returning DJJ Student=02; Dropout Recovery=03; Special Education Placement/IEP=04; Pregnancy or Birth=05; Chronic Truancy=06; Disruptive or Rebellious Behavior=07; Aggressive Behavior=08; Illegal Behavior (refer to section 14)=09; Other Reasons not Listed=10

Page 2: Field 14. Hard drugs=1; Soft drugs=2; Alcohol=3; Felony weapons=4; Misdemeanor weapons=5; Serious vandalism=6; Other vandalism=6; Other illegal behaviors=7.
Field 15. 8 subfields; blank=0, filled=1.
Field 16. None=1; 1-2=2; 3-4=3; 5-9=5; 10-14=6; 15 or more=7
Field 17. None=1; 1=2; 2=3; 3=4; 4=5; 5 or more=6.
Field 18. None=1; 1=2; 2=3; 3=4; 4=5; 5 or more=6.
Field 19. None=1; 1=2; 2 or more=3.
Field 20. None=1; 1=2; 2 or more=3.
Field 21. This field has 17 subfields, each with 2 subfields. Yes=1; No=0.
Field 22. CrossRoads ID code

Page 3: Field 01. Take as is
Field 02. Jan=01; Feb=02,...Dec=12.
Field 03. 2 numerical subfields.
Field 04. 3 subfields: Long Term=1; Short Term=2; Full Time=1; Part Time=2; Day=1; Evening=2.

Page 3 Field 05. As is.
Field 06. 4 numerical subfields.
Field 07. 6 numerical subfields.
Field 08. 18 x 2 subfields: blank=0; filled=1.
Field 09. 17 x 2 subfields: blank=0; filled=1.
Field 10. This field has multiple subfields, some of which are only used if the student has entered or exited the program more than once. In each instance, Jan=01, Feb=02,…Dec=12. Reasons for referrals and returns (coded 01-18) match a list provided with the scannable form.

CrossRoads School Staff Survey Questionnaire

This form consists of an 8-page non-scannable question booklet with a 4-page scannable response sheet. The response sheet contains six additional open-response questions.

Page 2: Fields 1-8 are coded per the labels that appear above the letters in the question booklet.
Page 3: Key enter A, B, C, D, or E, to be coded as shown at top of page.
Page 4: Items 30-31. A=1; B=0.
Items 32-108. A(SD)=1; B(D)=2; C(A)=4; D(SA)=5; E(?)=3.
Items 109-110. A(Much Less)=1; B(Less)=2; C(About the Same)=3; D(More)=4; E(Much More)=5. Items 90, 92, 102 are ultimately coded in reverse.
Open-Response Questions: See Table C.01

Base School Staff Survey

This form consists of a 4-page non-scannable question booklet with a 1-page scannable response sheet.

Page 2: Fields 1-7 are coded as per the labels that appear above the letters in the question booklet.
Fields 8-53 (Items 8-53). A(SD)=1; B(D)=2; C(A)=4; D(SA)=5; E(?)=3. Items 22, 24, 50, and 52 are ultimately coded in reverse.

Student Follow-Up Report

This is a 2-page scannable document. Student name, school code, and program name are written in at the top of the form but are not scanned into the system.

Part One: Demographic Information

Page 1: Field 1. 1=Aug 1998-Jan 1999; 2=Feb 1999=Jun1999; 3=Jul 1999-Dec 1999; 4=Jan 2000-Jun 2000.

Page 1: Fields 2-6 are numerical fields.
Field 7. Female=1; Male=2
Field 8. Quarter=1; Semester=2
Field 9. 4-point=1; 100-point=2
Fields 10-11 are numerical fields.

Part Two: Students in School

Field 12 (Item 1). 1=The CrossRoads program; 2=Another alternative program; 3=A local middle or high school that you serve; 4=Private or home school; 5=A middle or high school in another Georgia school district; 6=Transferred to GED program; 7=A middle or high school in another state; 7=Other.
Field 13 (Item 2). As is.
Field 14 (Item 3). 1=Yes; 2=No.
Field 15 (Item 4). This field has 6 subfields. 1=1; 2=2; 3=3=4; 5=5 or more.
Field 16 (Item 5). 1=Yes; 2=No.
Fields 17-18 (Item 6-7). 1=0; 2=1; 3=2; 4=3; 5=4; 6=5 or more
Fields 19-20 (Items 8-9). 1=0; 2=1; 3=2 or more.
Field 21 (Item 10). 1=0; 2=1; 3=2; 4=3; 5=4; 6=5-9; 7=15 or more.

Part Three: Students Out of School

Field 22 (Item 1). 01=Graduated from high school; 02=Obtained a GED; 03=Job Corps placement; 04=Pregnancy or childbirth; 05=DCYS placement; 06=Adult jail; 07=Moved; 08=Medical reasons or death; 09=Dropped out; 10=Was expelled; 11=Other.
Field 23 (Item 2). 1=Yes; 2=No.
Field 24 (Item 3). 1=Technical School; 2=Community College; 3=Four-year public or private college or university; 4=Other. If Item 2 is No, the program will not permit an entry in this field.
Field 25 (Item 4). 1=Yes; 2=No. If no program is identified in Item 3, the program will not permit an entry in this field.
Field 26 (Item 5). 1=Yes; 2=No.
Field 27 (Item 6). 1=Yes; 2=No. If Item 5 is No, the program will not permit an entry in this field.
Field 28 (Item 7). 1=1-3 months; 2=4-6 months; 3=7-9 months; 4=10-12 months; 5=13 or more months.
Fields 29-31 (Items 8-10). 1=Yes; 2=No..
Field 32 (Item 11). 1=Drug possession; 2=Drug trafficking; 3=Alcohol possession; 4=Weapons possession; 5=Robbery; 6=Theft; 7=Vandalism; 9=Other. If Item 10 is No, the program will not permit an entry in this field.

Table C.01
Response Categories from CrossRoads Staff Survey Open-ended Questions

Q1, Three most important issues	
1. Money	space, materials, program
2. Curriculum	academics, incentives
3. Support	parent, community, administration
4. Counseling	social problems/services
5. Staffing	teacher shortages
6. Services	special education needs
7. Discipline	security, attendance
8. Class Size	

Q2. Aspects contributing to effective program	
1. Curriculum	flex time
2. Counseling	
3. Class Size	teacher/student ratio
4. Resources	computer technology, Web
5. Teaching	methods
6. Support	parent, community, administration
7. Staffing	
8 Discipline	safety, security

Q3. Most helpful to serve students better	
1. Funding	materials, improvements
2. Curriculum	
3. Counseling	
4. Teachers	planning time, training
5. Class Size	
6. Staffing	
7. Support	administrative, parent, base school, community
8. Security	discipline

Q4. BEST-liked parts of your program	
1. Support	administrative
2. Counseling	student special needs
3. Teachers	cooperation
4. Class Size	
5. Discipline	attendance problem
6. Curriculum	

Q5. LEAST-liked parts of your program	
1. Money	equipment, facilities
2. Discipline	security
3. Teachers	planning, preparation time
4. Counseling	student attitude
5. Staffing	class size
6.Community	support, image, parents
7. Support	administrative
8.Curriculum	special education

Q6. Changes you want in your program	
1. Funding	money, classrooms, more staff, facilities, computers
2. Community	support, parental support
3. Counseling	
4. Curriculum	vocational/academic studies
5. Teachers	planning time, class size
6. Support	administrative
7. Discipline	security, attendance code enforcement
8. Special Education	

Table C.02
Frequency of Responses in Each Category for Question 1

Open-ended Question 1. **What do you see as the three most important issues facing your program in the next two or three years?**

CATEGORIES FOR QUESTION 1	1998-1999 n=1726	1999-2000 n=848	Totals n=2574
(0) at least one of the three issues omitted	430	398	**828**
(1) Money (funding)	739	656	**1,395**
(2) Curriculum	357	271	**628**
(3) Parent / Community Support	191	168	**359**
(4) Counseling	90	108	**198**
(5) Staffing	204	190	**394**
(6) Special Education Services	82	77	**159**
(7) Discipline / Security	307	268	**575**
(8) Class Size	67	51	**118**
(9) Miscellaneous	103	90	**193**

Table C.03
Frequency of responses in Each Category for Question 2

Open-ended Question 2. **List one or two features or aspects of your program that make it especially effective as you work with students.**

CATEGORIES FOR QUESTION 2	1998-1999 n=1726	1999-2000 n=848	Totals n=2574
(0) at least one of the two aspects omitted	461	418	**879**
(1) Curriculum	145	146	**291**
(2) Counseling	53	45	**98**
(3) Class Size	297	225	**522**
(4) Technological Resources	51	16	**67**
(5) Teaching Methods	328	270	**598**
(6) Administrative Support	226	190	**416**
(7) Staffing	30	30	**60**
(8) Discipline	75	88	**163**
(9) Miscellaneous	49	82	**131**

Table C.04
Frequency of responses in Each Category for Question 3

Open-ended Question 3 **What would MOST help you to better serve your students?**

CATEGORIES FOR QUESTION 3	1998-1999 n=1726	1999-2000 n=848	Totals n=2574
(0) no response to question	735	697	**1432**
(1) Money (funding)	285	277	**562**
(2) Curriculum	118	91	**209**
(3) Counseling	55	54	**109**
(4) Teacher Planning Time	85	68	**153**
(5) Class Size	61	57	**118**
(6) Staffing	102	73	**175**
(7) Administration Support	160	111	**271**
(8) Security / Discipline	65	61	**126**
(9) Miscellaneous	37	24	**61**

Table C.05
Frequency of responses in Each Category for Question 4

Open-ended Question 4 **What do you like BEST about your program?**

CATEGORIES FOR QUESTION 4	1998-1999 n=1726	1999-2000 n=848	Totals n=2574
(0) no response to question	799	699	**1498**
(1) Administrative Support	213	141	**354**
(2) Counseling	33	58	**91**
(3) Teacher Cooperation	227	115	**342**
(4) Class Size	160	125	**285**
(5) Discipline (attendance problem)	33	38	**71**
(6) Curriculum	143	193	**336**
(7) Miscellaneous	99	73	**172**

Table C.06
Frequency of responses in Each Category for Question 5

Open-ended Question 5 **What do you like LEAST about your program?**

CATEGORIES FOR QUESTION 5	1998-1999 n=1726	1999-2000 n=848	Totals n=2574
(0) no response to question	891	831	**1721**
(1) Money / Funding	180	131	**311**
(2) Discipline / Security	109	107	**216**
(3) Teacher Planning / Preparation Time	65	24	**89**
(4) Counseling	41	31	**72**
(5) Staffing	79	58	**137**
(6) Community Support Image	65	58	**123**
(7) Administrative Support	92	88	**180**
(8) Curriculum	111	75	**186**
(9) Miscellaneous	93	92	**185**

Table C.07
Frequency of responses in Each Category for Question 5

Open-ended Question 6 **What would you MOST like to see changed about your program?**

CATEGORIES FOR QUESTION 6	1998-1999 n=1726	1999-2000 n=848	Totals n=2574
(0) no response to question	887	819	**1706**
(1) Money / Funding	252	194	**446**
(2) Community (support)	65	47	**112**
(3) Counseling	31	40	**71**
(4) Curriculum	167	139	**306**
(5) Teacher's Planning Time	65	44	**109**
(6) Administrative Support	65	60	**125**
(7) Discipline / Security	84	70	**154**
(8) Special Education	37	16	**53**
(9) Miscellaneous	73	64	**137**

Table C.08
Georgia CrossRoads Staff Survey Open Ended Question Response Categories

Categories Elicited by Open-ended Questions	12,352 Responses to Open-ended Question Number: n=2574						
	Q1	Q2	Q3	Q4	Q5	Q6	Totals
MONEY (FUNDING) - more space, improve physical facilities -instructional materials, computer equipment - program expansion - more staff	1395	-	562	-	311	446	**2314**
CURRICULUM - academics - incentive project - flexibility - special education - vocational/academic studies	628	291	209	336	186	306	**1956**
PARENT/COMMUNITY SUPPORT - administrative support	359	-	-	-	-	-	**359**
COUNSELING - social problems and services - student attitude - student special needs	198	98	109	91	72	71	**639**
STAFFING - teacher shortages - class size	394	60	175	-	137	-	**706**
SPECIAL EDUCATION SERVICES	159	-	-	-	-	53	**212**
DISCIPLINE/SECURITY - attendance problem - attendance code enforcement - safety/security	575	163	126	71	216	154	**1305**
CLASS SIZE - teacher/student ratio	118	522	118	285	-	-	**1043**
TECHNOLOGICAL RESOURCES - computer network	-	67	-	-	-	–	**67**
TEACHING METHODS	-	598	-	-	-	-	**598**
ADMINISTRATIVE SUPPORT - parent support, parental participation - community support - base school support	-	416	271	354	180	125	**1346**
TEACHER PLANNING TIME - teacher training - preparation time - class size	-	-	153	-	89	109	**351**
TEACHER COOPERATION/ATTITUDE	-	-	-	342	-	-	**342**
COMMUNITY SUPPORT IMAGE - parental support	-	-	-	-	123	112	**235**
MISCELLANEOUS	193	131	61	172	185	137	**879**

Framework of the Evaluation

The seven evaluation questions posed in Chapter 2, Part 1 (Methodology) fit well into an existing framework used to describe programs that focus on youth at risk. Research on resilient at-risk students, or Resiliency research (e.g., Benard 1995; Csikszentmihalyi, Rathunde, and Whalen 1993; Garmenzy 1985; Hurley 2000; McMillan et al. 1993; Muuss and Porton 1998; Rea and Warkentin 1999; Reed and Reed 2000; Rutter 1987; Werner 1989; Werner and Smith 1989, 1992) was utilized to design the evaluation of the Georgia alternative school program. This research literature identified factors associated with being at-risk and suggests features and practices that can make programs serving at-risk students more effective.

However, the resiliency model is not proposed here as the recommended basis for all Georgia alternative school programs. Rather, it is used in the evaluation as an organizational structure for the inputs, processes, and outcomes of the program being evaluated. This model serves as an *advanced organizer* to help understand how the common and unique features of the CrossRoads program sites combine to enable at-risk students to succeed and become productive members of society.

Students may be placed into an alternative school or program for one or more of four primary reasons: (1) disruptiveness; (2) rebelliousness; (3) aggressiveness; and (4) illegal activities. These identifiers are each referenced in Resiliency research. Resiliency research also goes beyond these identifiers and provides evidence as to why some students exhibit these behaviors. It shows what schools, programs, service agencies, and communities can do to reduce these behaviors, to replace them with productive and socially acceptable activity, and to provide programs and services that can enable these students to become successful citizens.

At-risk students are identified in the Resiliency literature (McMillan et al. 1993; Garmenzy 1985) as potentially having the following characteristics, classified into three categories:

1. *Social/Family Background*

- Siblings or parents who are school dropouts
- Low socioeconomic status as evidenced by inadequate nutrition, inadequate home facilities, or Title I eligibility
- English as the student's second language
- Dysfunctional families as evidenced by lack of structure and stability, substance abuse, physical or sexual abuse, or low family commitment to school
- Little or poor communication between home and school

2. *Personal Problems*
    - Belief by the student that he or she has little control over what happens
    - Learned helplessness; expects and readily accepts failure
    - One or more suicide attempts
    - Substance abuse
    - Health problems
    - Low self-esteem
    - Pregnant at a young age or may be raising children
    - Trouble with the law
    - Learning disabilities
    - Lack of goals
    - Lack of hope for the future
    - Significant lack of coping skills
    - Extensive work schedule outside school
3. *School Issues*
    - Behavior problems; formally "in trouble" with the school and/or the community
    - Acting-out behavior
    - Disruptive in the learning environment
    - Absent from school frequently
    - Lack of respect for authority and feelings of alienation from school authorities
    - History of retention in grade, especially early grades
    - History of suspension or expulsion
    - Poor academic record, including failure
    - Dissatisfaction or frustration with school
    - Lack of access to or failure to use counseling

- Lack of access to or failure to take advantage of school and community services such as mental health services, social services, and health services
- School climate that is hostile to students who do not "fit the norm"

Even with many of these factors against them, significant numbers of at-risk students still persist, or are identified as "resilient," because they are able to recover from or adapt to life's stressors and problems. These students are stable and healthy, possess sound values and high self-esteem, benefit from strong personal relationships, are successful in school, and exhibit positive goals and plans for the future. In the above three categories, they exhibit the following characteristics:

1. *Family Factors*

    - They tend to enjoy strong parental involvement with their education.
    - They have at least one parent, relative, guardian, or other significant trusted adult who has high expectations for the student's education; whether students come from a single parent or two-parent home does not seem to be a significant factor.

2. *Personal Factors*

    - They are self-reliant or are able to become self-reliant.
    - They are able to seek out help when it is needed.
    - They are intrinsically motivated and believe they can control their own lives and destiny.
    - They tend to have at least one trusted adult who has instilled a sense of hope in them.

3. *School Factors*

    - They have strong and favorable school experiences and a positive attitude toward school that helps offset home and social problems.
    - They have positive relationships with, and social and personal support from, teachers, counselors, and peers at school. These relationships reduce risk, as does involvement in extracurricular events and volunteer activities.

Program characteristics have been identified that are likely to help unsuccessful at-risk students behave more like their resilient peers (Jacobs 1994; McMillan et al. 1993; SEDL 1995; Willison and Barr 2000). These program characteristics are:

Early intervention. Programs that help to reduce the incidence of school failure in the earlier years appear to facilitate an increase in student self-esteem and a belief in the ability to control personal outcomes.

Focus on the whole student. Programs that focus on all aspects of development—personal, social, and emotional as well as academic—appear to be more successful than programs that focus only on discipline and academics. Counseling efforts are an integral part of successful programs.

School climate and a sense of community. A positive school climate encourages students to stay in school. High rates of time-on-task, high degrees of student interaction with school personnel, opportunities and encouragement for students to make real decisions concerning their school experience, provision of praise and rewards for desired classroom behaviors, maintenance of high expectations and order, matching of educational experiences with student interests, provision of after-school recreation and services to substitute for undesirable activities, provision of school organizations, and the provision of alternative schools tailored to the needs of at-risk students are mechanisms producing a positive school climate for these students.

Supportive school personnel. Faculty who are cooperative and supportive of one another and the students, who support and reinforce the goals and philosophy of the school, and who are actively involved in the resolution of school and student problems facilitate the success of programs. Teachers must believe their students can learn, and they must work to provide for individual student needs. Effective programs have teachers who are respectful of the students, patient, open-minded, firm, and honest. They listen well, have a positive attitude, provide advice to students, are not afraid to interrupt the normal program to address student problems, and honestly expect positive results from their students. Punitive approaches appear to be less effective than programs that are positive in nature.

Small class and school size. Smaller school size supports the development of a favorable school climate. Optimal student-teacher ratio should be 10:1 and in no case more than 15:1.

Customized curriculum and instruction. Experiential learning opportunities and vocational components better link what students learn in school with future life and work. Many students in alternative schools (as well as in society) can be served by instructional and support offerings that address their problems and match their developmental and training needs.

Coordination of social services. Many students coming to alternative schools have a wide range of problems in their lives. They frequently come from broken homes, low-income families, and poor neighborhoods. Most alternative schools have limited funding to address the mental and social health of their students. Programs that have enlisted the help of community social service agencies are better able to address students' needs.

Raywid (1994) cites three general approaches to alternative education. They are:

1. Educational alternatives. Based on the presumption that all students can learn if provided with the right educational environment, these programs attempt to meet students' needs regardless of the problems. Successful programs of this type usually incorporate many features identified in the Resiliency research.
2. Alternative discipline programs. These "last chance" programs for disruptive students focus on behavior modification. They attempt to change students and return them to their traditional schools within a limited time frame.

3. Therapeutic programs. Like the second type, these programs assume that students need to change to succeed in traditional schools. They elicit change through counseling rather than behavior modification or punishment.

Raywid's review suggests that programs of the first type, focusing on the whole student, achieve the greatest degree of success. In contrast, discipline programs rarely lead to substantial gains for students either in the program or upon return to the regular school. Therapeutic programs have mixed results: students often make progress while in the program but regress upon return to the regular school.

One of the only studies successfully including a control group (Oklahoma Technical Assistance Center 1995) reported similar findings. Although students participating in alternative programs academically outperformed similar students not enrolled in such a program, long-term results depended upon the type of program and its goals. Students in long-term whole student programs improved more and performed better than students in short-term discipline programs. Students in short-term programs were found to regress to their earlier unsuccessful performance and behavior.

The study suggests that the failure of short-term programs that return students to their base school regardless of their needs was due to the combination of loss of support, a return to the environment that failed the student initially (including negative peer influences), and the labeling and stigmatization by both peers and teachers.

Short program length is not necessarily associated with failure, however. SEDL (1995) argued that programs may avoid such problems if the district devotes sufficient resources to providing support for students during the transition back to the base school and ensuring communication between the base and alternative schools. While some students would be better served by remaining in the alternative environment, others will benefit from returning to the regular school, either for the additional activities available or for the sense of achievement in successfully integrating into the traditional school environment.

Whether students should remain in an alternative program or will benefit from a short intervention and return to the base school is likely dependent upon the type and severity of the school, home, and personal problems they face.

In summary, Resiliency research suggests that effective programs provide support systems for at-risk students through:

- significant adult relationships with parents, teachers, and counselors;
- positive use of student time, making available and encouraging activities such as hobbies, clubs, sports, and church or other organizational activities;
- motivation through encouragement and high academic and behavioral expectations;
- acknowledgment of successes through opportunities for and recognition of accomplishments;

- provision and coordination of mental health and social support services;

- retention of students in programs according to individual needs. These support systems develop the personal traits of:

    - *Self-efficacy.* Students feel successful because they have chosen to be so, and they give themselves credit for accomplishments.

    - *Goal orientation.* Students are able to articulate clear, realistic long-term goals and wishes and know how to achieve those goals.

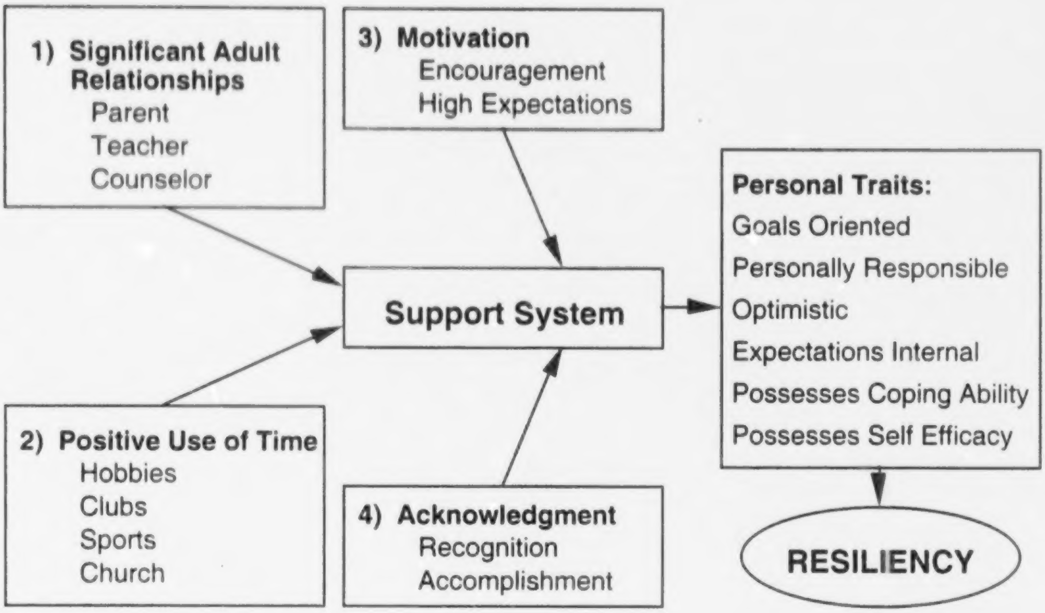
    - *Personal responsibility.* Students believe that they have control over their successes and failures. Successful performance is attributed to effort, caring, trying hard, and studying.

    - *Optimism.* Students demonstrate that they are motivated to do well and are optimistic about their future. Students have confidence that they can achieve their long-range goals.

    - *Internal expectations.* Students are able to relate success to effort and ability, and they demonstrate a willingness to take responsibility for their actions.

    - *Coping ability.* Students are better able to cope with stress, productively solve personal problems, and keep their focus on doing well in school. When there are problems or difficulties, students are willing to reach out for help.

McMillan et al. (1993) provide a graphic framework of the characteristics of program support systems (Figure D.01) that are likely to develop resiliency in at-risk students. It is these characteristics that serve as the framework for structuring the evaluation of the CrossRoads program. This structure also enables the evaluators to identify additional characteristics of CrossRoads programs that facilitate the successful development of resiliency in at-risk students.


1) Significant Adult Relationships
Parent
Teacher
Counselor
3) Motivation
Encouragement
High Expectations
Support System
Personal Traits:
Goals Oriented
Personally Responsible
Optimistic
Expectations Internal
Possesses Coping Ability
Possesses Self Efficacy
2) Positive Use of Time
Hobbies
Clubs
Sports
Church
4) Acknowledgment
Recognition
Accomplishment
RESILIENCY

FigureD. 01 Developing Resiliency in At-risk Students

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